



Digitized by the Internet Archive
in 2022 with funding from
University of Toronto

<https://archive.org/details/31761115475451>

DEPARTMENT OF MUNICIPAL AFFAIRS

801 BAY STREET • TORONTO 5, ONTARIO



171
Government
Publications

A20N
1A 65
417

HALDIMAND-NORFOLK STUDY

NEWSLETTER NO. 1

This Newsletter will be published periodically to keep the people of Haldimand and Norfolk counties and nearby areas informed about the progress of the Haldimand-Norfolk Study.

Because this is the first issue, much of it deals with how and why the study was established. Future issues will take more of the form of progress reports.

The interest and the participation of the people of the area are essential to the success of the study. The study staff is at the disposal of local councils, planning boards, chambers of commerce and other organizations, both to talk about the study and to receive ideas, opinions and suggestions. Local offices for the study will be in operation soon. Meanwhile, contact us at 801 Bay Street, Toronto 181, phone number (416) 365-6504, or through your county clerk.

If you are not on the mailing list for the Newsletter and would like to be, send us a postcard, or telephone.

.

The Beginnings of the Study

"Most of us have had enough experience in human affairs to know that action is not always progress. Some activities work against progress while others, although good in themselves, produce far less benefit than they would if they were properly coordinated with related activities. And in many aspects of building and maintaining healthy communities, there is no automatic process that guarantees that the host of decisions and actions by individuals, by business firms, by municipal authorities, and by provincial and federal authorities will fit together into a neat and satisfactory package. Bringing these decisions and actions into harmony takes understanding, good will and hard work. This process is called planning."

These were the words used by the Minister of Municipal Affairs, the Honourable W. Darcy McKeough, in Jarvis on March 17, 1969 in introducing his announcement of the setting up of the Haldimand-Norfolk Study. Referring to the Ontario Hydro thermal generating station, already under construction near Nanticoke; to the Steel Co., of Canada's plans for a vast new plant nearby; and to the prospects of other industries to come; the Minister stressed the need for coordination of effort both at the local level and among provincial government departments, to plan for the growth and change that would accompany these new projects. Consequently, said Mr. McKeough, he was setting up a special unit within his department to work both with local councils and planning boards and with other government departments in preparing a plan for the future development of the Haldimand-Norfolk area. The new unit would also help prepare plans for the restructuring of local government. "For the first time in Ontario", said the Minister, "we will have the opportunity of designing a local government structure 'tailor-made' to meet the specific needs of an area, and to do this before the developmental problems become overwhelming. Regional Government will provide the means whereby we will be able to extend the benefits of industrialization throughout the area."

Mr. McKeough emphasized the importance which he attached to consultation and cooperation with the people of the area in shaping plans for its future growth and government. "The Haldimand-Norfolk program will not be carried out in isolation", he said.

"There will be full and complete consultation with the councils and staffs of the counties and local municipalities. This consultation will include the planning boards and all other local agencies interested in growth and change in the area and in the best form of local government for the area. There will be close contact, too, with the major industrial and commercial interests that become involved in development here."

Planning for a Change

The coming years will bring profound changes to the quiet farming counties along the northern shore of Lake Erie. This became clear when Ford announced its intention to build a large automobile plant at Talbotville in Elgin County. Then came Hydro and Stelco, near the Haldimand-Norfolk County line; and only a few weeks ago, the announcement of a second major steel plant to be built by Dofasco near Port Burwell in Elgin. Industries mean workers; workers have families, families need houses, schools, stores, playgrounds, medical services and much else. In the Haldimand-Norfolk Study area, urban development equivalent in scale to a city the size of London, Ontario is very likely to be built before the end of the century. It could be much more.

One purpose of the Haldimand-Norfolk Study is to establish guidelines for growth so that the transformation of the area will take place in the best interests of everyone. The study will identify the lands which are best suited to urban or industrial use and those which should be protected for farming, recreation or conservation. It will plan a transportation system. It will determine future needs for water, sewerage and garbage disposal, and indicate how these needs can most efficiently be met. It will identify the needs and best locations for shopping centres, colleges, hospitals and other community facilities. The plan will guide the policies and programs of provincial government departments in the study area. Until a new regional government, or governments, is established, the plan will also provide the broad framework to which local official plans and zoning by-laws can be related, but it will not replace local planning activities.

The plan will be prepared in close cooperation with other government departments. The Regional Development Branch of the Department of Treasury and Economics will be closely involved in all phases. The Department of Highways and the Ontario Water Resources Commission will have key roles in planning the regional transportation and services systems. The Departments of Agriculture and Food, Lands and Forests, and Energy and Resources Management will be particularly concerned with rural land use, recreation, and conservation. Other departments will be involved with other aspects of the plan.

"This is a great opportunity and a great challenge", says the Study Director. "It may be the first time in history when development of this magnitude and on this scale could be planned from the very beginning in an area with tremendous natural assets. We can give everyone the chance to share new prosperity and new opportunities while preserving and enhancing the quality of the region as a good place to live. We can avoid the destruction of the natural environment that has so often accompanied urban growth in the past."

How the Study will be Carried Out

Nigel H. Richardson, the Study Director, has worked for both regional and city planning agencies, either as a staff member or as a consultant, for 15 years.

Eric Grove, the Assistant Study Director, who will be located within the study area with his offices in Simcoe and Cayuga, was formerly on the staff of the Central Mortgage and Housing Corporation, and was until recently the Corporation's Branch Architect-Planner in Hamilton. His home is in Hamilton. He will have a special responsibility for working with county and municipal councils, planning boards and other local agencies, including the new Joint Study Committee.

Mrs. Eva Samery, who works in the Toronto offices of the study, is a planner with a degree in economics and has extensive experience in statistical analysis.

Representatives of a number of provincial departments will be responsible for coordinating the programs of their departments with the study and will contribute directly to those aspects of the plan with which their departments are concerned. The county councils of Haldimand and Norfolk have established a joint committee to consider matters of common interest, to advise the Study Director and to serve as the principal point of contact between him and the people of the study area.

Mr. Richardson regards the creation of the joint committee as an encouraging and vitally important step. "The contribution of the people of the area is crucial to the study", he says. "This is their home, and the plans for its future form and government must reflect their views and aspirations. The guidance we get through the joint committee will match the technical knowledge of provincial government experts and consultants in determining the nature of those plans."

Progress so Far

Inevitably in the early stages of a major project, much of the first few weeks was taken up with preparatory work -- recruitment of staff, setting up mapping and filing programs and so forth. The Study Director has also devoted much of his time becoming acquainted with the study area and its people, and has already attended many meetings of municipal councils, planning boards, regional development councils and other bodies. He intends to continue to do this as much as possible and is glad to be invited to such meetings. Discussions have also been held with Stelco and other private firms contemplating major development projects in the area.

The Haldimand-Norfolk Joint Study Committee held its first

meeting on May 27, 1969. Clare Kindy and John McCombs were elected Co-Chairman and Vice-Chairman respectively from Haldimand and Lloyd O'Grady and George Pleasance Co-Chairman and Vice-Chairman from Norfolk.

At the second meeting of the committee on June 26, 1969, six sub-committees were appointed to study various aspects of regional planning and development. These sub-committees will deal with, respectively:

- (a) Urban and industrial land use;
- (b) Agricultural and recreational land use and conservation;
- (c) Transportation;
- (d) Water, waste disposal and pollution control;
- (e) Community services;
- (f) Planning administration.

The full work program of the study is now getting under way. The early stages will be concerned mainly with forecasting population and economic growth, the need for land for urban and industrial use, and transportation, water supply, sewage disposal and community service requirements. A study is already being made of the ability of the municipalities to accommodate short-term growth arising from the Stelco and Hydro construction phases.

The first major project to be contracted outside the provincial government is a detailed examination of the physical characteristics of the study area, including soils, water resources, forestry and agricultural land use, fish and wildlife, landscape quality and meteorological characteristics affecting air pollution. This project, which is under the direction of Professor Victor Chanasyk of the University of Guelph, will provide a basic element of the development plan by establishing which parts of the study area are physically suitable for urban and industrial development and what areas should be reserved for agriculture, forestry, recreation or conservation areas. Field work will be carried out this summer, and the project will be completed by the end of 1969.

* * *

HALDIMAND NORFOLK STUDY

801 BAY STREET
TORONTO 181
TEL. (416) 365-6504



ONTARIO DEPARTMENT OF MUNICIPAL AFFAIRS

NORFOLK COUNTY ADMINISTRATION BUILDING
SIMCOE TEL. (519) 426-2809
HALDIMAND COUNTY ADMINISTRATION BUILDING
CAYUGA TEL. (416) 772-5096

NEWSLETTER NO. 2

NOVEMBER 1969

Government
Publications

The Work Programme

In the early phase of the Haldimand-Norfolk Study, a good deal of time had to be devoted to building up a small but high-quality working group, to developing effective relations with County and Municipal Councils, Regional Development Councils and other local bodies on the one hand, and Provincial Departments on the other, and to establishing a work program.

As the Study Group moved into this program, with the assistance of the Regional Development Branch of the Department of Treasury and Economics and other government departments, three main lines of attack were pursued.

The first consisted of basic studies and forecasts of employment, population and land use, both short-term and long-term.

The second is an examination of the short-term impact of the Stelco development, in terms of (i) its physical effects on its immediate surroundings (new transportation rights-of-way, pollution, etc.) and (ii) the need for new housing that will arise in the next few years, and the ability of existing services in neighbouring towns to meet the short-term residential growth needs.

The third line of attack is a study of the distribution of population in the area, with a number of alternatives being tested on both a short-term and long-term basis.

A confidential report summarizing the results of these studies has now been completed. One of the main purposes of this report is to obtain from each government department an evaluation, from its own point of view, of the possible alternative growth strategies. The Study Group itself will simultaneously pursue its own evaluation, possibly with the assistance of consultants.

The Group is now engaged on the preparation of basic land-use maps based on material provided by the Department of Treasury and Economics. Special attention is being given to defining more clearly the areas used for tobacco-growing.

Steps are being taken to keep informed of large assemblies of land, particularly in the areas close to the Stelco and Hydro holdings, and advice has been given to several municipal councils at their request on various land use proposals that have been made.

A time distance road traffic map has been made to assess possible commuting from both Nanticoke and Port Burwell. Data has been gathered for an area traffic study using studies prepared by or for the Department of Highways.

A report by Professor V. Chanasyk of Guelph University in November indicated that the basic data-gathering stage of his important study is now nearly complete. The various consultants to the study have reported initially on specific aspects including geology and geomorphology, meteorology and air pollution climatology, historical ecology, water resources, hydrology and foundations, agricultural land capability and economics, forest land use, animal wildlife, fish and water quality, quality of landscape and landscape personalities. It was revealed that during the fieldwork every road in the 3,000 square mile survey area had been traversed at least once!

The Study Group's 1970 program will consist mainly of developing an outline land use/transportation plan for the Study Area based upon the planned population distribution. In addition to the data provided by the Provincial Government will be the input from two external studies -- that by Professor Chanasyk, and the other being a working paper on long range economic development prospects being prepared by Professors Jackson of Brock University, Ransome of Windsor University, and Pleva of the University of Western Ontario. An analysis of existing and future linkages among major centres within and outside the Study Area will also be extremely important in the preparation of the plan. Close cooperation among the Study Group, the Regional Development Branch and the Department of Highways will be required for this purpose.

The plan will deal with the following major topics:

- The Study Area in its geographical and economic context; long-range growth prospects;
- Urban and industrial land use: distribution; extent; character; phasing;
- Transportation: inter-urban linkages; the major road network; transportation corridors; airports. Rail service, rapid transit and harbours will be dealt with to whatever extent may turn out to be appropriate. These proposals will be expressed in fairly general terms, to be worked out in detail by the appropriate agencies;
- Area servicing and utility systems;
- Rural land use policies, conservation; and the preservation and development of land for recreational use;
- Implementation: interim measures; land use control; provincial investment.

Following the completion of the area growth plan, the emphasis of the Study will shift to regional government. This phase should be completed by the end of 1971.

The Haldimand-Norfolk Study and
Ontario's Regional Development Program

"There is obviously economic planning and there is obviously physical planning and the two cannot readily be separated. They can in part, but in most ways they must be intertwined and I think there is an increasing realization on the part of the planners, in the broadest sense, that the two fields do go hand-in-hand together.

"In summary I would say that the Treasury, through the Regional Development Branch, are doing the macro planning. We in turn are doing the micro planning, or the municipalities are. But the provincial planning, if you will on the broad scale -- the macro planning -- is being done in part by the Regional Development Branch.

"Now obviously it just is not easy to compartmentalize the two things. I think that the Haldimand-Norfolk study, for example, came about by a bit of a coincidence in that the steel mill location happened to be right on the boundaries of two townships which was also the boundary between two counties, and which was also the boundary of two regions. The whole issue is somewhat complicated. We were chosen by Cabinet, agreed to by Treasury Board, as the appropriate agency to try to develop the physical plan as quickly as we could. The latest figures for Haldimand-Norfolk show about 80,000 people there now. The best projection that we have is that there will be another 230,000 to 250,000 people in that area by the year 2000. Over 300,000 by the year 2000?

"This could obviously be a very large city, the size of the city of London for example, or Windsor. There is a great urgency to get on in Haldimand-Norfolk with the particular task.

"We have assumed a coordinating role between Highways, between the Ontario Water Resources Commission, between other government departments. There is a Joint Study Committee established by the County Councils of Norfolk and Haldimand. We are providing financial assistance for this. We hope to create a broad plan, designate an area or areas for growth which will handle these 230,000 people, and then gradually get out of the picture and leave it to what should then be a strengthened local government."

Honourable W. Darcy McKeough,
Minister of Municipal Affairs,
Legislative Assembly,
November 10th, 1969.

The Plan and the People

One of the most significant features of the Study is the establishment by the two County Councils, with the encouragement and financial support of the Department of Municipal Affairs, of the Joint Study Committee. This committee is now working very closely with the Study Group, and is serving two extremely important purposes. It is complementing the technical planning work of the Study Group by providing the necessary input of local desires, needs and aspirations. Second, through both self-education and public education, it will help to create an informal public opinion and an awareness of the need for both sound planning and a more up-to-date system of municipal government.

The six sub-committees of the Joint Study Committee have now all met two or three times and have heard addresses from representatives of the Department of Energy and Resources Management; Ontario Water Resources Commission; Department of Education, and the county education boards; the Department of Agriculture; the local industrial commissioners; social welfare agencies; the Department of Municipal Affairs; etc. From these sources they have added to their own considerable statistical material. A summary year-end report is in preparation which will relate and analyse the collected data, drawing out at the same time what more is required to obtain a basic inventory of the two counties. Presentations will be made to the County Councils in December and will include recommendations for the 1970 program.

Initial contact has been made with the Ontario Division of the Community Planning Association of Canada to assist the committee in laying the ground-work for one of its major functions -- to inform the public on the issues on which, in a democratic society, they must ultimately decide.

Fanshawe College of Applied Arts and Technology have already made a great contribution to this essential program by organising public seminars on regional government in Tillsonburg and Port Dover. The Joint Study Committee, the Study Group, and the people of the Study Area owe the college a great debt of gratitude for their efforts.

The staff of the Study Group has been fortunate enough to have had a number of opportunities to address public bodies, service clubs and other organisations, not only in Haldimand and Norfolk, but in other counties as well. Invitations of this kind are welcome so that the people of the area can be kept informed about the purposes and progress of the Study.

A Warning from the Minister

"I want to make it abundantly clear that the future of the Lake Erie area cannot and will not be allowed to be predeter-

mined by the ventures of private developers and speculators in land. Much activity of this sort has already taken place, particularly, of course, in the vicinity of the known major industrial sites. The purchase of farms by developers is artificially inflating agricultural land values in a number of townships and thus creating serious problems for the majority of farmers who only want to continue in their chosen way of life. Yet it is very likely to turn out that much of the land so purchased will not be given over to urban development. Indeed, some of the would-be developers have already been warned that their plans may not be allowed to proceed.

"I would like to take this opportunity to put all of them on notice that they are going to get their fingers burned if their plans are not consistent with what this government, in consultation with the municipal councils, believes to be in the best interests of the people who now live in the area and those who will live there in the future. We have told several people in so many words, "No", but it takes a little while for the word to filter down to them."

Honourable W. Darcy McKeough,
Minister of Municipal Affairs,
Legislative Assembly.

November 10th, 1969.

HALDIMAND NORFOLK STUDY

801 BAY STREET
TORONTO 181
TEL. (416) 365-6504



ONTARIO DEPARTMENT OF MUNICIPAL AFFAIRS

NORFOLK COUNTY ADMINISTRATION BUILDING
SIMCOE TEL. (519) 426-2809
HALDIMAND COUNTY ADMINISTRATION BUILDING
CAYUGA TEL. (416) 772-5096

Government
Publications

CAZON
MA 65
H17

NEWSLETTER NO. 3

APRIL 1970

WHO'S WHO?

It is not always easy for people who are not familiar with the background of the Study to understand just who is responsible for what in the Haldimand-Norfolk planning picture. We hope that the following will help to clarify the situation.

The Haldimand-Norfolk Study was established by, and is responsible to, the Minister of Municipal Affairs. However, it is not a part of the normal structure of the Department of Municipal Affairs. Its responsibility is to prepare, in cooperation with other Government departments, a general plan to guide the expected rapid growth of the Haldimand-Norfolk area as a whole. This plan will be completed about the end of this year or early in 1971. The Director of the Study is also responsible for recommending to the Minister a new system of municipal government for the area (which could extend to adjacent counties), but this phase of the Study will not start until next year.

The Haldimand-Norfolk Joint Study Committee was established by the two County Councils to serve as a direct link with the Haldimand-Norfolk Study, and independently to carry out investigations and to make recommendations to the two County Councils and to the Study Director on matters relating to overall planning and to the restructuring of local government. It is quite distinct from the Haldimand-Norfolk Study, and is responsible only to the County Councils. In practice, the Joint Study Committee and the Haldimand-Norfolk Study have been working in close cooperation with each other.

The Community Planning Branch of the Department of Municipal Affairs continues to be exclusively responsible for dealing with matters relating to municipal official plans, zoning by-laws and plans of subdivision. The long-standing practice of the Branch has been to refer such matters to other Government departments for their comments, and the Study Director has been added to this list where Haldimand or Norfolk municipalities are affected, in order to ensure coordination between local plans and the evolving area-wide planning concepts.

"TOWARDS A LAND USE PLAN FOR HALDIMAND-NORFOLK"

Late in 1969 the Director of the Haldimand-Norfolk Study circulated within the Provincial Government a preliminary report which suggested interim guidelines for urban development in the Study Area in the early stages of its growth, and outlined alternative long-term growth strategies. The purpose of this report was to ensure that the preliminary thinking of the Haldimand-Norfolk Study was consistent

with the plans and policies of other departments, and to obtain their comments and guidance before the plan was developed in detail. Using these comments, together with information supplied by the various departments and further work carried out by the Study itself, a second report was prepared under the title, "Towards a Land Use Plan for Haldimand-Norfolk", and this was made public by the Minister of Municipal Affairs, the Honourable W. Darcy McKeough, at a meeting in Jarvis on March 17th. This report (like its predecessor) is not a statement of Government policy. It is a summary of the information and statistical forecasts which are available so far from the work of the Haldimand-Norfolk Study, and it presents the general approach of the Study (as far as it has been formulated) to the development of the Haldimand-Norfolk plan. While the material in the report has been reviewed and commented on by a number of Government departments, none of it implies any commitment by the Government to a particular policy or program. The report was presented to the Joint Study Committee, the County and Municipal Councils and Planning Boards, and the people of the area, in the hope that it would help them to help the Study in continuing its work.

The following is a summary of the main points in the report:

The new plant of the Steel Company of Canada near Nanticoke, together with the Ontario Hydro generating station and other industrial growth, will increase the population of the Haldimand-Norfolk Study Area from just over 80,000 at present to some 283,000 by the year 2001. The non-farm population will increase by 209,000 in that time.

The existing urban communities in the Study Area will be able to accommodate only three or four years' growth on their present water supply and sewage systems. With substantial investment in improvements to services, sufficient additional capacity could be provided in two of these towns to meet growth needs for perhaps another five years at most. Thus, before 1981 at latest, and preferably by 1974, an entirely new system of services to provide for large-scale urban growth will be needed. Planning for such a system must therefore start in the near future.

Planning for urban growth must take account of the strong possibility that its pace will be greatly accelerated if -- as seems very likely -- the trend towards large-scale industrialization continues. The acquisition of a large tract of land just to the west of the Study Area by the Dominion Foundries and Steel Company, and the plans of Texaco Canada Ltd. to build an oil refinery near Nanticoke, support this likelihood. Thus, the planning of the Study Area must provide for sufficient built-in flexibility to allow for much greater population increases than it is now possible to forecast.

The following is an outline of a possible urban growth strategy for the Study Area.

Period I (1969 - 1975)

- (i) Expansion of existing communities, basically on present services, with some improvements.
- (ii) Construction of a regional water supply system in the central sector of the Study Area.

Period II (1976 - 1980)

- (i) If necessary, pending completion of an area-wide water supply system, concentration of growth as an interim measure on one or more communities (e.g., Simcoe) where local services can be expanded.
- (ii) Initiation of development of a major new urban centre within the Study Area.
- (iii) Initiation of planned distribution of growth to other communities, in relation to (i) and (ii), as far as availability of services will permit.

Period III (1981 - 2000)

- (i) Continued development of the new major urban centre with concentration of principal area facilities and community services.
- (ii) Continued growth of selected existing communities with the objective of creating a balanced "hierarchy" of urban centres.
- (iii) Initiation of an appropriate development strategy in the western Norfolk/eastern Elgin/ south Oxford area to accommodate growth arising from Dofasco.

In selecting a location for the new major urban centre, the following considerations must be taken into account.

(i) The need for flexibility in future urban growth plans to meet conditions which cannot now be accurately foreseen.

(ii) Development strategies and goals for the broader regions of which the Study Area is a part.

(iii) The desirability of providing a diversity of employment opportunity.

(iv) The special considerations which apply to the future use of the shores of Lake Erie.

(v) The emergence of new major transportation "desire lines".

(vi) Commuting time from the Nanticoke area.

(vii) The requirements for water supply and sewage disposal.

(viii) Avoidance of environmental pollution.

(ix) The desirability of avoiding unnecessary use of good agricultural land for urban and industrial development.

(x) The advantages and disadvantages of using an existing community as the nucleus for the new centre, versus the use of a virgin site.

The Study has not yet reached the point at which definitive recommendations regarding industrial development policy can be made,

but it is suggested that pending the completion of a comprehensive plan, major industrial developments be confined to the area immediately to the east of the Hydro and Texaco sites, and that other new industry be directed either to existing communities or to the vicinity of the new industrial development area.

Agriculture will remain extremely important in the Study Area for the foreseeable future, and this should be regarded as an important element in overall planning.

The Study Area has tremendous potential recreational resources. These should be carefully protected, and in time developed into a comprehensive recreation/conservation system for the benefit of the people of Ontario's urban and industrial "heartland".

"A STRATEGY FOR SOUTHWESTERN ONTARIO DEVELOPMENT"

The meeting in Jarvis at which "Towards a Land Use Plan for Haldimand-Norfolk" was made public was also the occasion of a joint presentation by the Treasurer of Ontario, the Honourable Charles S. MacNaughton, and the Minister of Municipal Affairs, of a joint statement by their two departments outlining an overall long-term broad regional framework into which the Haldimand-Norfolk plan will fit, and in fact suggested a series of principles which should be observed in developing the plan.

To quote from the Joint Statement:

achieve:

"Regional plans for Southwestern Ontario should seek to

- "1. A form of development which combines regional economic diversification with industrial specialization in sub-regional zones and improves community social balance through diversified regional employment opportunities.
- "2. A distribution of economic growth opportunities for private industry which provides employment within commuting range of all parts of the four southwestern Ontario regions.
- "3. A nodalized decentralization of urban growth which avoids unsightly and uneconomic sprawl or strip linear development, but rather, builds upon existing centres' capacity for growth, and distributes this growth among a large enough number of centres to retain a human scale in the size of future communities, thus ensuring economies of scale without the diseconomies of congestion.
- "4. A transportation system which shapes the pattern of future urban growth as a deliberate instrument of long-term development policy, provides community residents with easy commuting access to a variety of nearby employment, cultural and service centres, and provides employers with the ready availability of an expanded and diversely skilled labour market, significantly

larger than that of any single community.

- "5. An environmental protection which, while accommodating population growth, ensures the economic provision of water and sewer services along multiple-service corridors, and protects the future use of the region's strategic waterfront and escarpment recreation lands and prime farm soils.
- "6. A flexibility in planning which recognizes the many unpredictable elements in future technology, modes of transportation, industrial location and personal life style and maintains the region's capacity to accommodate such changes; a realism which utilizes the existing hierarchy of urban centres for economic distribution of public services, but acknowledges the variability in individual community growth which can never be precisely predicted.
- "7. A pattern of partnership in planning which encourages local participation in each critical stage of the planning process and ensures that resulting action programs reflect an amalgam of local municipal, county, regional and Provincial viewpoints."

JOINT C.P.A.C. - J.S.C. SEMINARS

On March 19th in Port Dover, two seminars were held under the sponsorship of the Joint Study Committee and the Ontario Division of the Community Planning Association of Canada. The afternoon session took the form of a panel discussion specifically for the members of the Joint Study Committee, and was followed in the evening by a meeting in which the same four panellists, joined by J.S.C. Co-Chairmen John McCombs of Haldimand and Lloyd O'Grady of Norfolk, confronted a large meeting of mayors, reeves, municipal councillors and planning board representatives from the two Counties. The seminars were chaired and moderated by Mr. Don Middleton, the Chairman of the Ontario Division of C.P.A.C., and Mrs. Lynn Elliott, a member of the Division's Board of Directors.

Mr. Lionel Feldman, municipal affairs consultant, told the meeting that in the face of the impending changes in Haldimand and Norfolk, the people and elected representatives of the area had three choices: they could do nothing; they could oppose reform and change; or they could try to influence and mould the direction of change. "If you do nothing", said Mr. Feldman, "you're dead". He added that attempts to oppose municipal reform would probably be a waste of effort and likely to lead in the end to the same result as doing nothing. Therefore, he suggested that the only sensible and realistic course of action was to try to influence and mould the course of physical, economic and political change. He also pointed out that while the population forecasts which were presented in the report of the Haldimand-Norfolk Study group seemed to be dramatic in relation to the

present population of the two Counties, experience has shown that such forecasts almost always proved in the end to be too conservative. Mr. Feldman pointed out that the massive growth in population, together with changes in its character, would impose new demands on local politicians. In restructuring local government, decisions would have to be made on such matters as a one-tier (as one area or several) versus a two-tier system; on a "council committee" system versus a "chief administrator" system; and on the continuation or otherwise of separate administrative boards and commissions. But in any case, he said, no system could be "permanent"; in the face of rapid growth, continuing adaptation and change in the local government structure would be needed.

Mr. Earl Berger, economic and social consultant, point out that while it was easy to think in terms of the coming changes in the area as providing many people with the opportunity of making a lot of money, this was really only one side of the picture. Haldimand-Norfolk, he pointed out would be heavily dependent on an export economy based on a very limited number of major industries, notably steel and tobacco. This meant that the general welfare of the whole area would be very vulnerable to changes in the fortunes of these particular industries. He stressed the need to diversify the economic base as much as possible to try to attract other kinds of firm to the area; to provide specialised skills, a high level of education, and the facilities to retrain workers to new skills. He also emphasized the need to attract capital and to develop local entrepreneurial and managerial skills. Mr. Berger also stressed the importance and the cost of building up the necessary physical and social infrastructure to support the economic growth of the area, ranging from higher education institutions to piped services.

Professor Robert Dorney of the University of Waterloo stressed the need to maintain the health of the natural environment in the face of the radical physical changes that would be taking place. He pointed out that man has the capacity to make fruitful land into desert, and that this has occurred many times in many places in the history of the world. Already man has greatly changed the original environment of the Haldimand-Norfolk area. As a result, much of the land is already polluted and unproductive. Planning for the future, said Professor Dorney, must include efforts to cure the problems which have already arisen, and to prevent further deterioration of the physical environment in the future as a result of the misuse of land, air and water.

Mr. Murray Pound, Director of Planning for the Hamilton-Wentworth Planning Area Board, stressed the need for the people and the elected representatives of the area to decide for themselves what they want in the future -- in other words, to establish planning goals. He pointed out that there were basically three alternative ways to accommodate the rapid growth of population that would take place. The first would be to spread everybody around the existing communities with no particular concentration or focus. This alter-

native would be costly, and would prevent the emergence of any real sense of identity. The second alternative would be simply to allow development to take place in a linear or scattered form along the existing road system. This would probably be even more costly in the end. It would be formless and would make the planning and the provision of all forms of community services and facilities extremely difficult and expensive. The third choice was the development of new communities on a relatively large scale, perhaps through the expansion of existing towns. The choices to be made must be tested against such criteria as environmental goals, accessibility, cost of services, and flexibility in relation to changing housing needs. Mr. Pound emphasized the need to integrate land use with transportation systems, which must allow for future changes in transportation technology. He also emphasized the need for capital works programs with established priorities in order to ensure that the plans for the area would be successfully carried out. Mr. Pound pointed out that good planning is needed both to attract industry and to protect agriculture. He drew attention to the pressures for severances which would arise in the area, and the effects that this would have on the cost of farmland if these pressures were not resisted.

On the subject of regional government, Mr. Pound stressed that it would cost money, because one of its chief purposes was to provide services that the present form of municipal government could not supply and therefore did not have to pay for. Finally, Mr. Pound drew attention to the importance of educating the public about the changes which the future would bring, and the needs that these changes would create.

* * * * *

From the Seminars, a notable quote on the possibility of a "marriage" between Haldimand and Norfolk: "Two can't live as cheaply as one -- but the arrangement has other compensations".

STELCO AND TEXACO

As already announced in the press, the Steel Company of Canada has decided on a temporary postponement of its plans for the construction of its Lake Erie plant. However, assurances have been received from Stelco that the delay will be relatively short. From the point of view of the Haldimand-Norfolk Study, the Stelco slowdown is probably advantageous rather than otherwise, because it will relieve some of the immediate pressures which confront the Study as well as other departments and agencies of the Provincial Government. In any case, it is in a sense counterbalanced by the plans of Texaco Canada Ltd., also announced recently, to build a new oil refinery immediately adjacent to the Ontario Hydro site in Walpole Township.

SPECIAL STUDIES

Several special projects are under way to assist the staff of the Study. The draft final report of Professor Chanasyk's

Environmental Appraisal is expected to be received in the very near future. When this has been reviewed and commented upon by the Government departments with a special interest in it, such as Agriculture and Food, Energy and Resources Management, Tourism and Information, and the Ontario Water Resources Commission, it will be printed and made available as a public document.

In the meantime, Professor Chanasyk has prepared a special report for the Study on the Lake Erie shoreline, to serve as a guide for interim lakeshore land use policies until a final plan has been prepared.

Discussions have been held with the Ontario Housing Corporation on an area-wide study of the availability of housing and the short-term needs that will arise in the area as a result of current and future industrial development project.

The planning and engineering consulting firm, Canadian Bechtel Limited, is carrying out an independent evaluation of possible locations for a new major urban centre in the Study Area. The Bechtel Study will not replace the work either of the Study or of the Joint Study Committee, but will provide specialized professional expertise and judgements that will be extremely valuable in arriving at the final decisions.

ODDS AND ENDS

The Study has now completed its base mapping program at a scale of 1:50,000, and now has a series of base maps showing such information as topography, water courses, municipal boundaries, the road system and other basic data. The Study also has complete air photo coverage of the area, and an air photo mosaic has been prepared which is currently being used by Professor Chanasyk in preparing his final report. High schools in both counties have contributed students from grades 11, 12 and 13 for basic land use mapping programs and some special mapping projects. Local press and television coverage (Channel 13; Kitchener) was given to the work carried out on March 24th and 25th. Several geography teachers are also assigning student projects which will provide useful information to the Study. It is expected that student involvement in programs directly related to the development of the area will continue.

Valuable help has been received from both the Bank of Montreal and Bell Canada in providing information that will help to establish the patterns of linkages among the communities within the Study Area, and between them and large centres elsewhere.

Members of the staff of the Haldimand-Norfolk Study and of the Joint Study Committee continue to be very active as speakers at, or participants in, meetings of official bodies and a wide variety of organizations. This is regarded as a very necessary aspect of the overall work program in spreading information about the Study, and in enlisting public interest and participation.

HALDIMAND NORFOLK STUDY

801 BAY STREET
TORONTO 181
TEL. (416) 365-6504



ONTARIO DEPARTMENT OF MUNICIPAL AFFAIRS

NORFOLK COUNTY ADMINISTRATION BUILDING
SIMCOE TEL. (519) 426-2809
HALDIMAND COUNTY ADMINISTRATION BUILDING
CAYUGA TEL. (416) 772-5096

CA20N
MA65
H17

NEWSLETTER NO. 4

Government
Publications

CHANASYK, BECHTEL AND PATERSON STUDIES

Two major consulting projects being carried out on behalf of the Haldimand-Norfolk Study are now nearing completion.

The Study Director has received the draft of Part 1 of the Environmental Appraisal ("Chanasyk Report"). This is the "Inventory and Analysis", covering such subjects as the history of the area; meteorology and air pollution climatology; water resources and water supply; forest land use; agricultural land use; and fisheries and wildlife.

The report in its draft form will not be public but will be given restricted distribution for comment. Meanwhile, Professor Chanasyk is working on Part 2, which will synthesize all the work that has been done and produce a series of recommendations for environmental management and planning.

Both parts will, it is hoped, be published after review of the drafts.

Canadian Bechtel Limited will complete its evaluation of alternative urban systems for the study area by about the end of July. Bechtel are examining various ways of distributing the urban development needed to accommodate future population growth in the Study Area, using both the broad regional development concepts being worked out by the Regional Development Branch of the Department of Treasury and Economics, and the criteria set out in "Towards a Land Use Plan for Haldimand Norfolk". These are: flexibility; diversification of opportunities; protection of the lake shores; suitability in relation to the construction of major transportation facilities and trunk services; minimisation of environmental pollution; and consideration of agricultural land quality.

Between them, the Chanasyk and Bechtel studies will provide a firm foundation for a comprehensive land use and urban development concept for the Study Area. Once both final reports are received, together with the recommendations of the Joint Study Committee, the Study group will be able to move rapidly through the final phase of producing the "concept plan" (see below, "Other Work in Progress").

Information that will be of great value in the later stages of planning will be provided by a study of short-term housing needs in Haldimand and Norfolk, contracted by the Ontario Housing Corporation to Paterson Planning and Research Limited. The first stage in

this study will be a general appraisal of the present and future housing picture, from which the terms of reference of a more detailed examination will be developed.

OTHER WORK IN PROGRESS

By the end of 1970 or early 1971 the Study, in cooperation with the Regional Development Branch, will produce a basic plan for Haldimand and Norfolk under the following main headings:

Urban development
Industrial development
Agriculture and forestry
Recreation and conservation areas
Transportation
Services and utilities

This will be a "concept" plan which will concentrate on long term goals and broad policies. It will also deal in more detail with the immediate steps which must be taken to ensure that the long-term objectives of the plan can be attained.

A continuing program will be essential to develop the plan in detail and to deal with many specific problems which the initial plan will only be able to indicate, as well as to meet the inevitable new circumstances as they arise. This process must continue while the Study moves into its second phase, the Local Government Review. To lay the basis for it, the Study is using the time before the completion of the two major consultants' reports to obtain and analyse detailed information on probable future population characteristics, existing traffic patterns and volumes and road deficiencies, and the present housing stock.

Much of this work is being carried out by four new members of the staff. Miss Jane Fleming, who holds a Master's degree in geography from the University of Western Ontario and has a special interest in planning and the law related to land development, has been engaged as Associate Research Planner. Two local students are employed in the Simcoe and Cayuga offices for the summer: Miss Barbara Best of Cayuga, who is at the University of Guelph, and Mr. Douglas Foster from Delhi, a student at the University of Waterloo. Mrs. Georgina Paikin, an economist, has also been engaged for the summer to assist in statistical studies in the Toronto office.

AIR POLLUTION AND URBAN GROWTH

On June 9th the Study Director and Assistant Director, together with representatives of the Community Planning Branch of the Department of Municipal Affairs and of the Ontario Water Resources Commission, attended a public meeting in Nanticoke which reflected considerable concern over the future of the hamlet. The Study Director hopes to be invited to meet again with the local citizens' committee

and with representatives of Walpole Township to discuss possible courses of action and the responsibility of the Province.

Nanticoke lies between the site of the new Ontario Hydro Generating Station and that of Stelco. The new Texaco oil refinery will lie only a short distance away. Nanticoke's future growth prospects are therefore a subject of considerable local concern. However, it became clear from the meeting that there is some misunderstanding, both about air pollution and what the Provincial Government is doing about it, and about the policies suggested by the Haldimand-Norfolk Study for urban development within the area which may be affected.

Emissions from new industries throughout the Study Area will be subject to monitoring and stringent control by the Air Management Branch of the Department of Energy and Resources Management. Controls will be exercised to ensure that the overall level of air pollution does not exceed an acceptable maximum. All three major industries in the Nanticoke area will be much "cleaner" than earlier plants of the same type. It is safe to say that in no part of the Study Area will air pollution ever be permitted to reach the levels which large parts of such cities as Toronto and Hamilton already have to endure.

Nevertheless, modern technology does not yet permit the total elimination, at an acceptable cost, of all emissions from a thermal generating station, a steel mill or an oil refinery. Furthermore, pollution control devices sometimes break down. Some air pollution will therefore be unavoidable, even though it may be more of a minor annoyance than a significant hazard to health.

With several hundred square miles to choose from, it would make very little sense to locate any substantial amount of new residential development in the area which may be affected even by this relatively light degree of pollution. This is one of the criteria which has been recommended in our report, "Towards a Land Use Plan for Haldimand Norfolk" for the location of any large new urban concentration. This principle has been adopted also by the Urban and Industrial Land Use Sub-Committee of the Haldimand-Norfolk Joint Study Committee.

No suggestion has ever been made, either that under normal conditions air pollution is likely to reach serious levels anywhere in the Study Area, or that no residential growth whatever should take place in the vicinity of the industrial area.

THE FUTURE OF SMALL COMMUNITIES

From the Nanticoke meeting and from other evidence as well, it seems that there is also some misunderstanding about the effects of

long-range planning policies for Haldimand-Norfolk on the smaller communities (including towns, villages and unincorporated hamlets) in the two counties. The key planning question at present concerns the location of the major area(s) of urban growth, but the total amount of growth will be so great that almost certainly every community within the Study Area will receive some of it. In principle, there is no need to restrict the growth of any existing settlement, large or small.

However, in certain cases, local conditions may require limits on growth, particularly in those communities where services are lacking or inadequate. Rational planning requires the fullest possible use of existing services and community facilities where they are available, and the limitation of development elsewhere to what can be accommodated without creating a health hazard. This is not a reflection of policies emerging out of the Haldimand-Norfolk Study in particular. It is merely a proper exercise of public responsibility through the normal devices of local official plans, zoning by-laws, subdivision control, and public health administration.

THE JOINT STUDY COMMITTEE

The six sub-committees of the Joint Study Committee are pursuing an active program of regular monthly meetings and continuing studies. They are now in process of formulating primary recommendations for the adoption of the full Committee and the two County Councils, and subsequent transmission to the Provincial Government.

Favoured by clear, sunny weather, sub-committee No. 2 (Agriculture, Recreation and Conservation) enjoyed an expedition by four-wheel drive and all-terrain vehicle to the tip of Long Point and along the beach west of Long Point Provincial Park on June 25th. They were accompanied by Mr. Harry Barrett, Mr. N. H. Richardson and other guests. Not just a pleasant day's outing, the trip gave the sub-committee a full appreciation of the scientific importance and ecological fragility of this unique natural formation, which has fortunately so far been preserved almost intact. Thanks are due to Mr. Barrett, Reeve Ross Leedham of South Walsingham, Reeve Lorne Hunter of Port Rowan, staff of the Department of Lands and Forests, and others, for their guidance and assistance.

MULTIPLE USE SERVICE CORRIDORS

In order to coordinate regional planning for central and southwestern Ontario, the Regional Development Branch of the Department of Treasury and Economics has established an inter-departmental Liaison Committee for this area. The Liaison Committee has in turn established a series of Task Forces to deal with specific

planning problems. The Haldimand-Norfolk Study Director, Mr. N. H. Richardson, has been appointed Chairman of the Task Force on Multiple-Use Service Corridors. This Task Force will be studying the desirability and feasibility of establishing "corridors" for major transportation routes and trunk services and utilities (such as water and gas pipelines and hydro transmission lines) through Haldimand, Norfolk, and the surrounding counties.

The corridor principle has several advantages. For example, it ensures that the land which will be needed in the future for transportation facilities and other services will be kept free of development so that both costs and disruption will be minimized when construction takes place. It ends the practice of cutting up the land and ruining the landscape by uncoordinated and unrelated construction of roads, railway lines, hydro transmission lines, and pipelines.

The Study Director's role as Chairman of the M.U.S.C. Task Force will help to ensure that the planning of transportation and utility systems in the Study Area will be fully integrated with that for the surrounding regions.

DESIGN FOR DEVELOPMENT - NIAGARA REGION

On June 2nd the Treasurer of Ontario and Minister of Economics, the Honourable C. S. MacNaughton, presented Phase I (Analysis) of "Design for Development" for the Niagara (South Ontario) Region. The 110 page report summarizes the results of a very detailed examination of past trends and present conditions in the Regional Municipality of Niagara, the Town of Burlington, and the Counties of Wentworth, Brant, Haldimand and Norfolk. Norfolk, which is a part of the Erie Economic Region, was included in the analysis in order to ensure coordination of regional plans with the Haldimand-Norfolk Study.

Since June 2nd, a number of meetings have been held throughout the Niagara Region and Norfolk to present the analysis and to secure comments and corrections. The Regional Development Branch, which prepared the analysis, is anxious to have the study reviewed as widely as possible, and will take local reactions into account as it moves into Phase II, the preparation of a regional plan, which will also be coordinated with the results of the Haldimand-Norfolk Study.

FROM PRIME MINISTER ROBARTS

"Now, as we move into the Seventies, we are prepared as is perhaps no other jurisdiction in North America, to combine our requirements for continued and vigorous economic growth and a well-planned and rewarding environment in which the interests of people are first and

foremost. Our Regional Development Program is directed to doing just this.

"As we do this, we shall have to become accustomed to the idea that there will be controls on our activities. We will not be as free to do as we please with our countryside as at present. There will be greater controls on the use of land -- controls of a type which the people of Ontario have not had in the past. If we are to do what must be done to avoid the enormous urban problems of our neighbours in the United States, governments will have to step in and say 'Thou shall not' and they will have to have the understanding and support of the people.....

"The greatest challenge to us as we plan the environment of the 1970's will be to combine individual rights with social goals. During the Seventies I foresee a larger role being placed by Government in the lives of each and every one of us. I am not particularly happy about the existing degree of intrusion by government into our lives nor of the prospect of greater intrusion. At the same time, I recognize that only through government action can we deal with many of the extremely large problems which face people today. The one encouraging note on this subject is that while government may play a larger part in our lives, this need not necessarily involve more government expenditure. Rather, a new type of partnership between the government and the individual, and the government and industry, must be evolved. This must be a partnership reflecting a consensus of the kind of life we want and the commitment we are prepared to make to achieve it. It is the type of planning and partnership which we must encourage, indeed must obtain, and which is very much the Ontario style of reform.

"The Government of Ontario is prepared to do everything within its power to achieve what we believe to be the desirable objectives for the people of this Province. I believe I know the people of Ontario well enough to predict that they will support us in what must be done. They will place their individual rights second and the rights of society first. They will submerge their immediate, short-term interests in favour of those of their grandchildren."

(Honourable John P. Robarts,
Empire Club of Canada,
April 9th, 1970.)

FROM THE PRESS

"Government Intrusion"

"If we read Mr. Robarts' ideas correctly, it appears that Ontario is about to try something new; to break away from the pattern of urban gigantism that has turned big American cities into jungles and, instead, distribute provincial growth throughout the province on an orderly basis. It would be achieved by provincial zoning --setting specific land uses within Ontario's ten economic regions.....

- 7 -

"The problems that provincial zoning would solve aren't yet chronic but they are visible. While big cities claw for space for development, small towns and townships beg for development to fill their empty spaces. The cities are over-crowded, as housing shortages, traffic congestion and pollution attest, while small towns fight for economic survival.

"Mr. Robart's predictions about more government intrusion in private life has 1984 overtones but provincial economic planning -- and zoning -- amount only to a bigger version of the universally-accepted municipal zoning. And it offers a means of heading off a devastating problem in the future.

"The problems of urban overgrowth and uneven economic distribution should be faced now, instead of waiting until they are too big to solve."

(Hamilton Spectator, April 14, 1970)

"Concept of Regionalism Questioned"

"The widely held view that regional government is inevitable in Ontario is being questioned by some observers close to the scene.

"Is regionalism inevitable? Is it indeed a genuine attempt by the province to streamline what is now a hopeless mess? Does Queen's Park really know what it is doing? Are we really going to be better off under this thing called regional government? Or is it the biggest diversionary tactic, the biggest smokescreen ever put up by a government in difficulty?

"One expert who has studied local government at first hand seriously questions the provincial approach to the problem. He is Professor Stewart Fyfe, acting director of Queen's University's Institute of Local Government.

"Professor Fyfe's recently released Waterloo Area Local Government Review forces a re-examination of the provincial government's attempts at regional government reforms. He has reached the conclusion that the province doesn't know what it is doing. And he warns that until it finds out, it can expect only limited success with its regional government program.

"Problems of financing, planning, administration and servicing cannot be cured by mechanical means alone, Professor Fyfe maintains. Patching up the system of municipal taxation and provincial grants won't solve them, and fiddling with planning boards won't do, he says. And neither for that matter will simple annexations and redrafting of boundaries do the trick.

"This is a study of government, of politics, and it is in this sense that the methods and services of local government are put in

the balance', according to Professor Fyfe who has concluded that the whole system, the structure of provincial and municipal politics, is not working properly.

"He points out that provincial and municipal systems of government are so interlocked, so dependent on each other, that it is meaningless to speak in conventional terms about such things as local autonomy. Although the constitution assigns various powers to the different levels of government, the solution of problems from a local viewpoint depends on a single political structure which involves municipal, provincial and even federal governments. If there is a sickness in the provincial government, it will be transmitted to the municipal, because both are part of the same political cloth.

"Professor Fyfe's diagnosis of provincial ailments centres on a failure to adequately define policies and priorities. A major impediment to such definition is an administrative structure that is fragmented, shot through with conflicts of interest and gravely lacking in accountability. Similar failures at the municipal level are largely a reflection of those at Queen's Park.

"Professor Fyfe's message is: physician, heal thyself. His greatest contribution is perhaps in shifting the focus to Queen's Park and, in effect, demanding a reappraisal by provincial officials of what they are doing, what they should be doing, and why.

"Although current studies in Haldimand-Norfolk and elsewhere may contribute greatly to the future direction of municipalities, it is clear that provincial authorities must take a searching look at the complex provincial-municipal network. The questions raised by the Fyfe report go far beyond regional studies into the whole concept of regionalism's relationship with higher levels of government."

(Simcoe Reformer, April 3, 1970)

"Just Notes"

"In the first report on the Haldimand-Norfolk study, it is interesting to note that future impact of the Dofasco development in Elgin County is taken into account in regard to possible population trends in the study area, but nary a word is said about any other growth aspects -- industry in other centres, possible accommodation, etc. -- outside the two counties. We again caution against rigid adherence to present county or municipal boundaries in planning effectively for the future. Development at Nanticoke is something closely affecting Norfolk and Haldimand, and probably even Brant; Dofasco will affect Norfolk and Elgin, and also Oxford. Let's think accordingly."

"The battle against pollution is a worthy cause, but it is not something we stop immediately by passing some nice, neat, tidy bits of legislation. The problem is that we have, and always will have,

wastes to dispose of. The problem is what to do with them in order to cause the least amount of pollution of the environment. This is the major problem besetting industries, municipalities and the ordinary Joe Citizen. In the future it's going to cost the taxpayer a fair chunk of change. One thing we have to apply is a little common sense. We can't simply give up farming, manufacturing or living."

(Tillsonburg News, April 3, 1970)

"Lake Erie Park Plans"

"Lake Erie municipalities have a golden opportunity to prevent future urban blight, to preserve recreation sites and to avoid all the land use mistakes that plague most Ontario cities. The lakeshore communities deserve provincial support.

"Walpole Township council plans talks with the Steel Company of Canada and the Big Creek Conservation Authority about staking out parkland at Stelco's huge property in the township.

"It's easy to visualize the rapid development of a major industrial complex, built around the Stelco nucleus, with secondary industry, commerce and housing. Proper planning, with provision for parks, playgrounds and preserved wilderness tracts, easily could be shoved aside in the haste to gain assessments, jobs and housing. Ontario's existing cities are living evidence of that.

"Fortunately for the Lake Erie communities, they can see what could happen. And, before it happens, make sure that green spaces are set aside. In this, they will need provincial help, in regional planning and, probably, financing.

"The promise of an industrial boom has elevated land prices, in the lakeside townships. The rural municipalities can't afford to buy big acreages to be held in reserve for future parks.

"Queen's Park, working with the municipalities and conservation authority, could draft a regional recreation development plan -- setting out sites, seeing that they are clearly zoned for recreational use and helping the communities buy them as rising population demands more parks.

"People in the old cities must envy Lake Erie municipalities their opportunity to plan their urban development sensibly. They have a chance to prevent overcrowding, traffic bottlenecks, the indiscriminate mixing of factories and houses, pollution, playground shortages and all the other miseries that lack of planning has inflicted on the cities."

(Hamilton Spectator, March 21, 1970)

HALDIMAND NORFOLK STUDY

801 BAY STREET
TORONTO 181
TEL. (416) 365-6504



ONTARIO DEPARTMENT OF MUNICIPAL AFFAIRS

NORFOLK COUNTY ADMINISTRATION BUILDING
SIMCOE TEL. (519) 426-2809
HALDIMAND COUNTY ADMINISTRATION BUILDING
CAYUGA TEL. (416) 772-5096

CAZON
MA65
H17

(SPECIAL) NEWSLETTER

May, 1970.

Government
Publications

REEDS STUDY

This special issue of the Newsletter records some of the findings of a study of the probable effects of the industrial developments near Nanticoke on the agricultural industry of the surrounding area. The study was conducted by Professor L. G. Reeds of McMaster University for the Regional Development Branch of the Ontario Department of Treasury and Economics. He was assisted by Mr. David Maas and Mr. Eugene Chambers, who are graduates of McMaster.

The 100-page report contains a brief appraisal of the physical aspects of the area, a short account of past trends in farming, and conclusions reached regarding the prospects for the future of the industry in this area. These findings were based mainly on a study of information obtained from interviewing 60 farmers in Walpole and Woodhouse Townships and from questionnaires distributed to 150 farmsteads that are located up to 20 miles from the Stelco site.

The study of past trends indicates that farmers who have occupied this area have been handicapped to some extent by the character of the soils but have developed the industry as well as those who have settled on similar types of land in other parts of Ontario. The increasing trend to part-time farming which had developed before Stelco arrived on the scene reflects the common problem faced by all farmers in Ontario, that of achieving adequate incomes on small holdings at a time when the rise in costs of production have far exceeded the increase in prices for agricultural produce.

The expected intrusion of industry into one of the most rural parts of Ontario has had drastic effects on farming. Purchase of land by Stelco and other industries and by developers and speculators has resulted in a virtual cessation of agricultural expansion and development.

Most farmers living within a 10-mile radius of the Nanticoke site are not planning to invest much capital in their enterprises. Many are planning to carry on with minimum expenditures until an opportunity to sell occurs or until they reach retirement age. A strong sense of uncertainty regarding the future of the industry is prevalent in the farming community.

The dominant effect of land purchases in the area has been the greatly inflated land prices. Most farmers stated that \$300 to \$400 per acre is as much as one can afford to pay for land for agricultural use in this area. Prices paid by corporations and speculators have ranged from \$500 to \$2,500 per acre. It is thus uneconomical to purchase land for expansion of farming at prevailing prices. Those who wish to expand their operations must either rent land held by companies or speculators, or increase their output on their present holding by improved management and efficiency. Those who are interested in renting land prefer land within a distance of four miles of their farm and would like to lease on a five-year basis.

Land values have also increased in the outlying areas beyond the ten-mile radius of Nanticoke. Many farmers even at this distance have been affected because they anticipate the prospects of selling and are not planning to carry on in the usual way.

The report indicates that a return to normal will occur after a land-use plan for the two counties is released by the Department of Municipal Affairs. Land prices are expected to stabilize at a higher level. This may result either in the development of

a more commercialized and intensive type of farming, or in a gradual abandonment of farming and a general deterioration of the rural landscape.

Professor Reeds concludes by noting that large acreages of average type land in Haldimand County may not be needed for intensive agricultural production in the immediate future. The problem for planners is to design some means of maintaining the quality of the rural environment under pressures exerted by industrialization, inflated land values, and the need to adjust to the new technology. Unless some scheme is introduced, large tracts that are not needed for urban and associated uses may become a wilderness of dilapidated farmsteads and deteriorating land.

The study thus implies the need for new planning concepts for rural areas. The idea of designating rural neighbourhoods might be explored so that efficient farmers who occupy a region that is unspoiled by urban sprawl might be given positive incentives to assist them in maintaining profitable operations and at the same time in preserving the attractiveness of the rural landscape.

* * * * *

The full report of Professor Reeds may be examined at the offices of the Regional Development Branch at 880 Bay Street, Toronto. A limited number of copies will be available to the public later this year.

HALDIMAND NORFOLK STUDY

801 BAY STREET
TORONTO 181
TEL. (416) 365-6504



ONTARIO DEPARTMENT OF MUNICIPAL AFFAIRS

NORFOLK COUNTY ADMINISTRATION BUILDING
SIMCOE TEL. (519) 426-2809
HALDIMAND COUNTY ADMINISTRATION BUILDING
CAYUGA TEL. (416) 772-5096

STOP PRESS

STELCO AND THE FUTURE OF THE HALDIMAND-NORFOLK STUDY

As recorded in this Newsletter, Mr. J. P. Gordon, Senior Vice-President of the Steel Company of Canada, informed the Simcoe Rotary Club on November 23rd that work would not start on Stelco's Nanticoke plant until after 1971.

This has caused some questions to be raised about the future of the Haldimand-Norfolk Study. In answer to these questions:

There has been no change in the Study program. The staff is already working on the draft of the report on planning which ends phase 1. Phase 2, the study of municipal government, will start early in 1971, and the report is expected to take about a year to complete. Meanwhile, refinement and elaboration of the plan will continue. This is in accordance with our original schedule.

The only effect of Stelco's revised plans which we can now foresee is that the establishment of regional government might come somewhat later than it otherwise would have done. This will depend in part on the wishes of the people. But in any case no one can tell for at least another year when regional government will come into effect, and this also has been true since the Study began.

In Mr. Gordon's speech, he paid tribute to the work of the Joint Study Committee and stressed the importance of continuing it.

"The people and local governments of Haldimand and Norfolk", said Mr. Gordon, "in cooperation with the Provincial Government, have an unprecedented opportunity not only to avoid the mistakes of the past, but to guide future growth constructively and creatively, to gain all the advantages which this growth can bring you without losing your unique natural heritage. But if this is to be accomplished, you cannot afford to relax your efforts. There's a very big job to be done, and you will need all the time you can get to do it."

Mr. Gordon is right. We can't slow down.

2A20N
MA65
H17



NEWSLETTER NO. 5

NOVEMBER 1970.

PROGRESS TOWARDS A PLAN

The planning phase of the Haldimand-Norfolk Study is approaching its culmination as the staff begins work on the report on a general outline plan for the two Counties. The report is expected to be completed early in 1971, and will then be submitted to the Minister of Municipal Affairs. Since the Government will need time to digest and evaluate the many proposals the report will present, and also to relate them to the recommendations of the Joint Study Committee, the date of public release of the report is uncertain at this time. Meanwhile, the Study group will be moving into the second phase of its work, the preparation of proposals for the restructuring of municipal government. While this is going on the planning process will also have to continue, since the outline plan will need to be developed in more detail and revised and adapted to meet constantly changing conditions. The planning report will suggest how this may be done during the two or three or possibly more years before regional government comes into existence. One possibility is the establishment of a Joint Planning Board for the two Counties, if this should be the wish of the County Councils.

THE ENVIRONMENTAL APPRAISAL

Professor Victor Chanasyk presented a summary version of the Environmental Appraisal at Jarvis on August 20th to an audience of some 200 area officials and others. The eagerly awaited document, amounting to over 1,000 pages in total, drew attention to the many unique natural features of the two Counties, and emphasized the need to protect them from encroachments in the face of rapid urban and industrial development. The report included nearly 250 recommendations. A few of the most important:

- (a) The establishment of a single regional land management agency in areas of overlapping natural use capabilities;
- (b) Cooperative planning among public agencies concerned with the natural environment;
- (c) Preservation of river valleys and the Lake Erie shoreline;
- (d) A comprehensive park system study;
- (e) A single regional water distribution and sewage treatment utility;
- (f) Prevention of year-round occupation of cottages and the relocation of existing cottages from prime park and beach areas;

- (g) The setting aside of large blocks of land as "strategic multiple-use natural areas" to be left undisturbed as ecological reserves.

A copy of the report (still in draft form) has been placed with each municipal clerk in the two Counties. Once the report has been revised into its final form by Professor Chanasyk, publication by the Government is likely, if sufficient public interest is shown.

OTHER STUDIES

A report by Canadian Bechtel Limited on alternative arrangements of urban centres in the Study Area is under review by the Government.

The Study of short-term housing needs being prepared by Paterson Planning and Research is expected to be submitted to the Ontario Housing Corporation in the very near future.

Two more studies will shortly be getting underway. One of these will attempt to identify local service areas, and the localities with which people identify themselves, so that where municipal boundaries need to be changed, this can be done as far as possible in accordance with these "natural" communities of interest. This study will involve extensive interviewing of residents of the Study Area, and also in adjacent municipalities in other Counties, during the winter of 1970-71. The second study, which will be carried out by members of the faculty of the University of Waterloo, will be a preliminary appraisal of the changes which can be expected to occur in social characteristics and needs as urban and industrial growth take place. It is hoped that this appraisal will lead to a more detailed study in the future.

SUMMER WORK

Valuable information was provided to the Study through the work of two local students, Mr. Douglas Foster and Miss Barbara Best, during the summer of 1970. Mr. Foster's work resulted in road and rail transport statistics, and diagrams showing the extent of use and weaknesses in the systems. This material has been sent to the Department of Highways to be related to that Department's traffic surveys carried out in the two Counties during 1970. Miss Best examined residential and commercial vacancy rates, and prepared composites of local land use plans, official plans and zoning maps and by-laws.

THE JOINT STUDY COMMITTEE

The Haldimand-Norfolk Joint Study Committee has reached a

significant plateau in its work from September 1969 to September 1970. This Committee and its sub-committees held a total of nearly 100 meetings, which were extensively reported by the news media. Approximately 110 recommendations and suggestions to guide future growth and development were presented to the two County Councils. A program of public meetings was organised to present the recommendations for public discussion and reaction. These meetings were held in Waterford, Cayuga, Delhi, Dunnville, Simcoe, Jarvis and Langton. After considering the comments of the public, the Committee will make its final report to the two County Councils. If approved by the Councils, the report will be formally transmitted to the Minister of Municipal Affairs and to the Director of the Haldimand-Norfolk Study.

Meanwhile, the recommendations in their present draft form are already being taken into account as the staff of the Haldimand-Norfolk Study prepares its own planning report. While the Study Director must report his own conclusions and recommendations to the Minister, he has already indicated that in many important respects his recommendations are unlikely to be fundamentally different from those of the Joint Study Committee.

Significant among the Joint Study Committee recommendations are:-

- the establishment of a large basic industrial area centred near Nanticoke and surrounded by a buffer zone, and a wide periphery within which there should be no future large-scale residential development "until such time as it is determined what the effects of industry will be on the area".
- future residential growth, for the next five years or so, should be absorbed by existing towns and villages.
- the protection of "the highest value of land for agriculture", the expansion of productive forestry, extended conservation practices, no further change in the character of Long Point.
- preservation of the entire Lake Erie shoreline and extensive development of the Grand River Valley for recreation.
- the establishment of parkway roads or similar along both the Lake Erie shoreline and the Grand River Valley.
- the creation of multiple use corridors for transportation and services as "the only viable approach to adequate control of the environment, and efficiency of land use".
- water and sewage trunk pipelines to service future municipal centres, and primary, secondary, and tertiary sewage treatment plants.

- the preservation of Lake Erie from future damage from thermal pollution, oil spillage, and gas drilling in the lake.
- the coordination of all social services "under a single Committee of Regional Council".
- the amalgamation of the Haldimand and Norfolk Boards of Education, on implementation of Regional Government; the concentration and consolidation of school facilities so that the school may become a focal point of the community in combination with libraries, arenas and other public buildings.
- the Region to have a "two-tier" government, to become a Planning Area, and to prepare a Regional "Official Plan", with a Regional Planning department staffed to advise Councils at both levels of local government.
- administrative functions relating to zoning, subdivisions and consents, building by-laws and permits, maintenance and occupancy, and a planning and development appeal system.

WATER SUPPLY

The Ontario Water Resources Commission's proposal to build a water pipeline from Lake Erie to serve Brantford and possibly the Kitchener-Waterloo area has been the subject of much discussion in Norfolk and Haldimand as well as in the Counties to the north. The scheme, which would provide the basis of an area-wide water supply system to serve the future urban growth of Haldimand and Norfolk, has been received with little enthusiasm in Brantford and Kitchener-Waterloo. Nevertheless, the Government has decided to undertake the expense of "oversizing" the Ontario Hydro water intake at Nanticoke so that it can accommodate the future pipeline, should it be built. The Provincial Treasurer, the Honourable Charles S. MacNaughton, stated in the House on October 7th that an intake would be installed to "service the situation in Haldimand and Norfolk with sufficient capacity to be expanded if the rest of the site can be developed.... It is much cheaper to do it now than it would be to have to put another intake in".

POLLUTION AND POLLUTION CONTROL

The Brantford Regional Board of Trade has been told by James Bauer, Chairman of the Grand River Conservation Authority, that unless the handling of municipal wastes is improved the Grand River will be incapable of accommodating continuing population growth by 1990. Mr. Bauer said that the problem is not the lack of water, but the lack of opportunity for it to purify itself as it flows from one community to the next.

Mr. Bauer said that there would be no further deterioration of the river if the construction of five dams and reservoirs on the Upper Grand near Kitchener is undertaken. These dams are urgently needed to control flooding as well as to dilute pollution, he said. The Haldimand-Norfolk Health Unit will carry out a program of testing of the quality of the water of the lower Grand, as soon as the new sewage treatment plants at Dunnville and Cayuga are in operation.

"Project Hypo", a joint U.S. - Canada study of the central basin of Lake Erie, finished its fieldwork on August 27th. The initial results indicate a serious phosphate enrichment of the water between Point Pelee and Long Point. Algae growth is decaying on the lake bottom. Research now is concentrating urgently on means of preventing further deterioration.

"Like most North American utilities, Ontario Hydro has experienced a steady rise in the demand for electric power; during the 1960's it averaged 7½%. In the next ten years we expect this growth to continue. This means we must provide as much new electrical energy in Ontario as was created in the past 60 years -- and we must do it against the background of rising costs, the pioneering of new technology such as nuclear energy, and a rapid change in public attitude toward growth and the total community environment.

"With almost all our economic hydro-electric sites already utilized, thermal generation will represent an increasing proportion of our system capacity each year.... We are taking a number of steps in the progressive abatement of sulphur dioxide and particulate emissions from our thermal stations: the use of low sulphur coal, taller stacks, electrostatic precipitators designed for 99½% efficiency, and, over the long term, a gradual swing to plants fuelled by uranium....

"Hydro's own research has stressed the recycling of scrubbing liquid rather than the continuous rejection of the contaminants which only results in transferring the pollution from the air to water at the station's outfall.....

"We are also carrying out experiments on diffusion from stacks located near the cold Great Lakes, where lake-induced inversions affect dispersal. Results of these detailed surveys, carried out by simultaneous helicopter and ground measurements, will be valuable in designing the most efficient stack heights which will enable penetration of this lake-induced inversion and provide optimum diffusion."

(Mr. G. E. Gathercole, Chairman,
Hydro-Electric Power Commission of
Ontario,
September 9, 1970.)

"Residents of Haldimand and Norfolk Counties should be particularly aware of the pollution threat because of the expected population growth and industrial development in the area. Industrial money and the promise of jobs should not be permitted to override the need for pollution controls. Good leadership, both from the local and provincial levels will be essential to the future of the area."

(Ven. Kenneth Bolton, M.P.P.,
(Middlesex South), Jarvis,
October 22, 1970.)

CP RAIL SPUR LINE

CP Rail has applied to the Canadian Transport Commission for permission to construct a spur line from Simcoe through the Township of Woodhouse to Nanticoke. There is considerable local opposition to the location of this line, and objections (including one from the Joint Study Committee) are being made directly to the Commission in Ottawa. It is also the intention of the Ontario Government to make representations to the Railway Transport Committee of the Commission on the subject of the proposed line.

TASK FORCE ON MULTIPLE USE SERVICE CORRIDORS - SOUTH CENTRAL ONTARIO

This Task Force, which is chaired by Mr. N. H. Richardson, the Director of the Haldimand-Norfolk Study, and which reports to the Liaison Committee for Central and Southwestern Ontario, chaired by Mr. M. F. Foster of the Regional Development Branch of the Department of Treasury and Economics, has been examining the advantages and disadvantages of the transportation-utility corridor principle. It has been studying the degree to which one service is compatible with another, and the questions of standards, implementation, and land acquisition and ownership. Initial conclusions indicate that corridors in southwestern Ontario will tend to be of a quite different character from the "Parkway Belt" incorporated in the Toronto-Centred Region Plan. The Task Force is now about to examine in detail the corridor concept as it applies to the various services and transportation routes which will extend from the Nanticoke area to the southwestern end of the Parkway Belt in Burlington.

SCHOOLS PROGRAM

This fall has seen the commencement of social and land use studies of small communities by the senior grades of Haldimand County high schools. Some land use mapping work was carried out between 1967 and 1970 in the Town of Simcoe by Simcoe Composite School. During the summer of 1970 a program and questionnaire were devised by the geography teachers of all eight high schools in the two Counties in collaboration with the Haldimand-Norfolk Study. Thus the surveys now

being commenced will be compatible, and designed for computer tabulation and analysis. Fourteen communities are being surveyed, or will be in the near future, by students from seven high schools. In addition to providing valuable information to the Haldimand-Norfolk Study, this program enables senior high school students to play an active role in the future of the area and broadens the school curriculum with a program which is both instructive and practical. Survey and interview skills, computer use, research techniques, photography and report writing are all involved.

WHAT'S HAPPENING

The first generating unit boiler has been installed in the new Hydro plant, and the acquisition of a right-of-way to link the station with the Provincial grid at Middleport is proceeding..... The new Texaco Refinery in Walpole Township was approved by the Ontario Municipal Board in August; no date has yet been announced for the start of construction..... The Senior Vice-President of Stelco, Mr. J. P. Gordon, indicated in an address to the Simcoe Rotary Club that construction of Stelco's Lake Erie Works is unlikely to start until after 1971.. A start on the new Norfolk County Justice complex to be located adjacent to the County Administration Building is expected in the spring of 1971..... The building of a glass factory in Seneca Township was approved by the Ontario Municipal Board in August..... The Town of Port Dover is applying to the Minister of Municipal Affairs for an official plan amendment to permit the building of a new shopping centre on Highway 6..... A new high school is under construction in Langton.. A major fire in Dunnville in October caused damage estimated at hundreds of thousands of dollars.... The former Norfolk County Road No. 14 is now Provincial Highway No. 24. Highway No. 6 now meets Hwy. 24 just south of Simcoe.... An encouraging indication of future cooperation was a meeting in July between the Norfolk County Board of Education and the Norfolk-Haldimand Separate School Board, and municipal councillors, in the first of what is hoped to be a regular series.... The Town of Simcoe has agreed with the Township of Woodhouse on the terms of a proposed annexation of some 250 acres of the Township just south of Highway 3. The application is now before the Ontario Municipal Board... The new Department of Lands and Forests' office in Simcoe was officially opened in October by the Minister of Lands and Forests, Honourable Rene Brunelle. Head of the office is Mr. George Warner.... Two interesting meetings have been held in Norfolk by the Erie Region Economic Council recently, one in a series on "regional goals" and one as part of the Council's "inquiry on housing"..... The Ontario Municipal Board has approved a new zoning by-law for Charlotteville Township.... The Township of South Walsingham has been constituted a planning area by the Minister of Municipal Affairs.

....AND HAPPENINGS NEARBY

The Ontario Municipal Board has rejected the proposed

amalgamation of the Town of Tillsonburg with the Township of Dereham... On December 7th the Ontario Supreme Court will hear an appeal by the Six Nations Confederacy against an injunction prohibiting their supporters from public demonstrations near the Ohsweken Council House..... Hamilton is examining the possibility of a rapid transit system to serve the City and neighbouring areas..... The Regional Municipality of Niagara is starting work on a preparation of an official plan..... Five municipalities in central Elgin have established a joint planning board and a similar move is being considered in eastern Elgin..... A plan providing for a population of 64,000 has been prepared for the 3,000 acres of land acquired by the Ontario Housing Corporation near Kitchener.

REGIONAL DEVELOPMENT IN ONTARIO

"The purpose of the provincial program for regional development is to ensure that the Provincial budget is used as efficiently as possible. To do this, we must study the economy of all the regions of Ontario.....

"In this study process, we are committed to a partnership approach between interested citizens and the Government. To ensure the effective progress of the program to the highest possible degree, we are anxious to incorporate the viewpoints of municipalities, private industries and Ontario's people in our final plans. We must also be certain that our plans reflect the viewpoint of the Provincial departments and agencies.....

"To ensure that this discussion and coordination takes place, we have divided our planning program into two distinct phases, analysis and policy. In the analysis phase we have asked for recommendations of the local regional development councils, and from various Provincial departments and agencies.....

"These recommendations deal with the basic resources and problems of each region, and we are presently considering the recommendations so that they can be incorporated into the research program of the Department of Treasury and Economics....."

Honourable C. S. MacNaughton,
Provincial Treasurer and
Minister of Economics,
Letter to the Globe & Mail,
August 6, 1970.

The Provincial Government has established the following structure to carry through the regional development program:

Regional Development Councils

Regional Development Councils are organized for each of the ten development regions and are supported partially by the provincial government and partly by local municipalities. The principal responsibility of the Councils is to provide the Provincial Government with an advisory review of reports, analysis, plans and departmental programs of a regional nature as requested by the Government. The participation of local citizens and municipalities ensures that Council advice reflects a region-wide point of view. The Councils also initiate projects to examine regional growth problems and potentials and translate these into proposals for provincial government action. The members are selected by the municipalities, with one member serving from the Services Section of the Regional Development Branch.

Regional Advisory Boards

The regional advisory boards provide guidance and advice on regional matters to the Interdepartmental Advisory Committee on Regional Development. The Boards also serve as a forum for discussion of regional problems. There exists an informal working relationship between the Regional Development Councils and the Regional Advisory Boards. A regional advisory board is composed of senior civil servants from a number of provincial departments with offices in the region. A representative from the Regional Development Branch acts as the chairman.

Interdepartmental Advisory Committee on Regional Development

The Advisory Committee is chaired by the Deputy Minister of Treasury and Economics and contains, at the Deputy-Minister level, the following departments: Agriculture & Food, Energy and Resources Management, Highways, Lands and Forests, Municipal Affairs, Trade and Development, Tourism and the Office of the Prime Minister. The Branch has the responsibility for preparation of socio-economic development plans for the consideration of the Advisory Committee.

Northern and Eastern Ontario Liaison Committee Central and Southwestern Ontario Liaison Committee

The membership of the Liaison Committees generally parallel the departmental representation of the Advisory Committee, with the addition of Ontario Hydro, Ontario Water Resources Commission and the Ontario Development Corporation. The representatives are senior civil servants usually in the planning or development sections of their respective departments. The primary function of the Liaison Committee is to act as the technical arm of the Advisory Committee.

Cabinet Committee on Policy Development

This Cabinet Committee is chaired by the Prime Minister and the Ministers from Education, Labour, Reform Institutions, Trade and Development, Treasury and Economics, and a Minister without Portfolio. The Advisory Committee submits plans and proposals to this body for approval. The formulation of government policy on regional development is their primary responsibility.

SUBDIVISION CONTROL

A recent amendment to The Planning Act extends both subdivision and part lot control to the whole of Ontario. Property anywhere in the Province may now be conveyed only if:

- (a) the vendor sells all of his property; or,
- (b) a registered plan of subdivision exists; or,
- (c) the property is sold to or by the Crown (this includes any municipality); or,
- (d) the land is being acquired for the construction of a transmission line as defined in The Ontario Energy Board Act; or
- (e) consent to a severance is given by the appropriate authority.

The appropriate authority for the approval of severances before the amendments was the Committee of Adjustment, if one existed, or the Minister of Municipal Affairs if there was no committee. The local Committee of Adjustment continues to function if the municipality has an Official Plan approved by the Minister; or if the Committee was constituted before June 15, 1970 and the municipality has an approved Official Plan by December 31, 1973.

New provisions in the legislation permit the establishment of "Land Division Committees", and these too are to have consent-granting authority. Such Committees may be established at the county, regional, metropolitan or district level (but not the local level) where there is no Committee of Adjustment and the municipality forms part of a county, regional municipality, etc.

The Minister may also transfer the authority of an existing Committee of Adjustment to a Land Division Committee where he is dissatisfied with the way in which that authority has been exercised by the Committee of Adjustment.

In all remaining circumstances, the Minister exercises the consenting authority, and he retains the authority to approve plans of subdivision.

A GREAT LAKES MEGALOPOLIS?

A well attended meeting sponsored by the Erie Region Economic Council in London on September 30th heard a description of the long-range plan being prepared for the future development of the Detroit area by the internationally famous consultant, Constantinos Doxiadis. The plan envisages the creation of two cities, of at least 150,000 people each, in Canada, close to Sarnia and Windsor respectively, reflecting the population of 15 million expected for the Detroit area by the year 2000. This region is seen as part of a "Great Lakes Megalopolis" extending from Chicago to Quebec City and Pittsburgh and linked to the "Eastern Megalopolis" extending from Boston to Baltimore, with the various centres connected by new methods of high-speed transportation. Haldimand-Norfolk would lie almost at the exact geographical centre of this vast complex.

In this connection, it is interesting to note that the State of Ohio is examining the feasibility of a 50-mile bridge between Sandusky, Ohio and Point Pelee in Ontario.

FROM THE SPEAKER'S PLATFORM

"One of the principal aims that I have for reform of the local government system is to make the full planning process more effective. Where regional governments have been created, the responsibility and decision-making power over planning has been lodged with the Regional Council. In this way, planning, along with a number of other functions which influence community development, are focussed directly in the elected Regional Council so that accountability for decision-making and responsibility is clearly visible to the local electorate..... This provides the Regional Council with an opportunity of establishing a system for planning which it considers to be most appropriate for the region..... I believe that what is most important is that people understand who is making the planning decisions. The confusion that occurs in the voter's mind from the profusion of local boards and commissions making decisions that influence growth makes, in my opinion, for poor participation and leads to the erosion of local responsibility and the fabric of the community.....

"There is no question that a complete and meaningful reform of local taxation is urgently needed. Ontario has already taken the first step toward local taxation reform. At the present time, all real properties in the province are being assessed at market value to establish a uniform, equitable and consistent local tax base.....

"Public participation in our reform programs is fundamental to our attempts to develop a better community life in Ontario. In developing planning concepts for the various regions of the province, we are always conscious of securing the maximum local input possible so

that the concept ultimately reflects the needs and resolutions of the people in the region."

Hon. W. Darcy McKeough,
Minister of Municipal Affairs,
Community Planning Association of
Canada Conference, Kitchener,
October, 1970.

"The Province of Ontario is now at the cross-roads in its decision-making for future development. Ahead of us are choices -- for increased or lessened industrialization in some areas, for a rural rather than an urban orientation in others, for planning which will consider the place of people and their needs for parks and recreational facilities, as well as for work. There is an increased urgency today in the making of those choices, for we have behind us in our own province, as well as in the example of other countries, the unfortunate consequences of the unplanned environment -- uncoordinated urban sprawls, limited recreational facilities, pollution of air and water, and inadequate services.

"Those choices which we make today are the choices around which people will live their lives in the future, for we are shaping the environment for our children and their children. I believe that those choices cannot be postponed and the decisions must be the right ones for the goals, standards and life-styles which we intend to nurture and pursue."

Robert F. Nixon, M.P.P.,
Leader of the Opposition,
Annual Convention,
Association of Counties and Regions
of Ontario, Kitchener,
October, 1970.

FROM THE PRESS

"Valuable Guidelines for Area

"The product of 18 months of intensive study, including thousands of hours in meetings and discussion groups, reports of the six sub-committees of the Haldimand-Norfolk Study were unveiled last week.

"Sweeping in scope, and contentious in some aspects, the reports were given a generally favourable reception at a joint meeting of Haldimand and Norfolk County Councils in Jarvis on Wednesday. Subsequently, they will be discussed at public meetings and later turned over to Nigel Richardson, provincially appointed director of the two-

county study, for consideration in his general concept report to be prepared later this year.

"Since Mr. Richardson has expressed himself in basic agreement with the conclusions of the sub-committees, he may be expected to incorporate the bulk of their recommendations in his overall assessment of the future course of Haldimand and Norfolk Counties. No doubt his views will have a decided effect on the attitude of Queen's Park officials in determining the type of government to be established here.

"The Haldimand-Norfolk Study has exemplified the principle of local involvement so strongly espoused by municipal affairs minister Darcy McKeough and his cohorts in their drive to streamline municipal government on a regional basis. Many experienced men have been active in the study project, combining their experience and knowledge of local conditions with the professional capabilities of Mr. Richardson and his staff. Their joint presentation should exert great influence on provincial authorities, if the latter are sincere in their desire for citizen participation in the new form of government.

"The sub-committee reports cut across the whole political, economic and social spectrum of the two counties. They point to a wide range of reforms that must be undertaken if we are to accommodate the tremendous influx of industry and people expected in the area during the next three decades. Implicit in the committees' conclusions is the advice that we must make improvements in our social structure and preserve our recreational lands. We must guard against pollution of our environment and encroachment on our valuable resources such as park areas and lakefront property. In this regard, controls and restrictions will become a way of life in the two counties as a necessary adjunct to sound planning for the future.

"One of the benefits of the study has been the release of a wealth of information about Haldimand and Norfolk Counties. Sub-committee meetings have been reported by the press in detail, with the result the people living in this part of Ontario now know more about their present surroundings and potential development than at any time in the past. The conduct of the study in an open and above board manner has been responsible for this new awareness of what is taking place in our midst.

"The sub-committee reports call for action, by the counties, the planners and the provincial government, to ensure that the "industrial corridor" is accompanied by orderly development in the communities surrounding it."

Simcoe Reformer,
September 11, 1970.

"The County System

"Some months ago a beautiful new County Building was opened by Mr. Justice L. T. Pennell. The building is to serve the needs of Haldimand County and is located in Cayuga, the Capital of the County.

"On the occasion of the official opening Mr. Pennell spoke of the County as part of the system of government under which we live, declaring that the County Council is the "Yeast that leavened the bread of the democratic process".

"All this leaves me rather confused. I understand that the Regional Government of Haldimand-Norfolk would supersede the county which would then become obsolete.

"If that will be the case, when Haldimand and Norfolk become amalgamated, why did the Provincial Government allow the erection of a building that will possibly become obsolete?

"I notice the Minister of Education for the Province is busy organising along county lines. He evidently has not heard from his colleague in Municipal Affairs that the counties are to be abolished.

"Presumably the mystery will one day be made manifest. In the meantime I would like to discuss Mr. Pennell's remarks about the role of the County Council as reported in the Hamilton Spectator.

"After his description of the County Council as the yeast of democracy he went on to say (and I quote):- "Whether or not the county council system will endure does not rest with the government, but with the people who created the system".

"I wonder if he is correct. We have several committees, all complete with government officials to watch over them, but I have not heard anything about a referendum, plebiscite or election.

"I believe the Niagara Region is the only one so far that has been completed and set up. Was anything done about giving the people the right to make or unmake the system?

"Mr. Justice Pennell himself seemed a little doubtful (and I quote):- "When people at the local level fail to assume their responsibilities then a government at a higher level takes over with the consequent loss of freedom".

"This seems to be what happened at Niagara and what will probably happen in Haldimand-Norfolk. The people will not be consulted

and the government bureaucrats will decide that they know what is good for the people of Haldimand-Norfolk better than the local residents do.

"Regional Government may be a good thing, I do not know, but the essential thing is that it be adopted freely by the local citizens, not imposed by the Provincial Government. I think that was in the mind of Mr. Pennell, too. The price of liberty is still eternal vigilance."

Jarvis Record,
October 1, 1970.

"Regional Gov't. Difficult To Implement

"Many who have been advocates of regional government are having second thoughts, hope that Queen's Park will not move with the speed in which the Minister of Education did in his field and impose something on the province which the people at large will live to regret.

"A St. Catharines lawyer and former alderman, R. K. Ross, has come out with some strong condemnation of the regional form of government on a basis of the Niagara experiment. He terms the regional system "cumbersome and impractical in its territorial and structural design". He suggests the Ontario Government has mistakenly concentrated on the structure rather than the function of municipal government: that regional government is not a natural growth but rather an imposed system and that municipalities might be left to initiate their own amalgamations and annexations.

"There has been much evidence on the local scene that the veteran St. Catharines student of municipal affairs is correct in his assessment. Much of it has come out of the first major experiment in Regional Government, county school boards. Other support for such thinking can be found in several movements for the amalgamation of public services. Most recent has been agreement on where to establish a second home for the aged, which would include bed care. Certain forces within the county sought to make it into another of those issues which, from time to time, threaten to divide the county far beyond its present existing government divisions.

"Local jealousies abound, the St. Catharines' lawyer stated, to which we can give hearty agreement. In many ways the county is an economic unit. To take advantage of that fact in ways that would reduce governmental costs would mean large savings to the taxpayers. But with the aforementioned jealousies constantly stirred up by some such appears to be impossible.

"There can be little doubt but that some day regional government will come into being. But, as Mr. Ross suggests, much time should

be allowed for slow progress by friendly municipalities. And, perhaps, the regions will be much different than now envisioned."

Dunnville Chronicle,
August 12, 1970.

"Planner says some form of regionalism
inevitable for most of Ontario

"KITCHENER -- Some form of regionalism is inevitable for most of Ontario, and despite its complexities and the jargon that comes with it, people must buckle down, understand what the future holds and adopt the concept, Dr. Ralph Krueger, a University of Waterloo geographer and planner said here Tuesday.

"He was the keynote speaker at the opening of a three-day conference sponsored by the Ontario division of the Community Planning Association of Canada.

"'Whether we like it or not, parochialism and localism are passe, regionalism is with it,' Dr. Krueger said.

"He and other speakers referred to the Waterloo local government reform study, published earlier this year and developed into the extensive co-operative planning programs in Waterloo County.

"Southern Ontario, Dr. Krueger said, is badly in need of similar comprehensive studies if the social and natural environment of the region is to be preserved.

"'We are on the verge of desecrating our environment,' he said, 'but we still have time to mold development patterns for the next 40 to 50 years'.

"To protect themselves, Dr. Krueger said, the people of Southern Ontario must not shy away from regionalism, as scary as it sounds."

by Jim Etherington
of The Free Press
October 14, 1970.

"Urban Sprawl In Ontario?
Planners See Industrial Corridor

"The prospect of urban overcrowding and its consequences are examined in a feature published by the Financial Post last week.

"Dealing with Southern Ontario, the article is entitled "More

people equals more crush plus more blight?". It raises the possibility that timely government action may head off undesirable development through this section of North America.

"According to the Post, the spectre of an international city sprawling unchecked from Montreal to Chicago (a Great Lakes Megalopolis in the planners' jargon) is a grim one. Is it real enough though for the Ontario government to cite as its reason for ending an era of planning permissiveness?

"The government's new concept of what urban and rural planning will be acceptable has been emerging from a series of position papers. While lamentably thin on detail, these do contain several important points that are being heeded by planners in Ontario and across Canada. Among them:

- "-- Industrial and residential expansion will occur only where the Ontario government technocrats deem it complies with both economic and aesthetic criteria. Indications of potential criteria are appearing in the government's design for development papers covering the Toronto area and Southern Ontario.
- "-- Worthwhile incentives will be offered to businessmen to locate plants in the development areas selected by the technocrats. The first chosen will be in a group of satellite cities ringing the Lake Erie shoreline.
- "-- A new tier of regional government will be placed between the existing provincial and municipal levels, presumably leading to some downgrading of the latter if local government costs are, in any way, to be kept in check.
- "-- Urban and rural areas will be closely linked under all plans so land holdings can benefit both city and farm dwellers.
- "-- The development areas, selected by government rather than private-sector planners, will be linked by arteries carrying high-speed transportation and utility facilities and bounded by fully planned recreational zones.

"These, as Premier John Robarts has readily admitted, are broad-brush strokes and to a certain extent still negotiable. But, significantly, the concept of an overall plan stressing strict environmental and ecological controls has been accepted as firm policy by all Ontario departments of the provincial government. Cabinet support, too, apparently is unanimous even though Robarts has bluntly warned the policy means "a larger role being played by government in the lives of each and every one of us".

"To the surprise of many, "only through government action can we deal with many of the extremely large problems which face people today". Canadians, of course, don't have far to look to see some of these problems. Examples of environmental exploitation and urban decay abound south of the border.

"Concern that the blight might be spreading into Ontario began to appear in Government circles when several unrelated but far-reaching development plans were announced for the Lake Erie waterfront. Ford of Canada's proposal to assemble Mavericks at Talbotville was followed by a land buying spree for Dominion Foundries and Steel Ltd. at Port Burwell, and the Steel Company of Canada and Texaco Canada Ltd. at Nanticoke in Haldimand County.

"Almost with horror, government planners realized these were not isolated moves which merely happened close to each other. They were forerunners of what one government report later termed "a new industrial revolution among the communities and farmlands of southwestern Ontario".

"The current Haldimand-Norfolk Study, aimed at preparing this area for the accommodation of Stelco and Texaco, is a part of government action to cope with the new industrial corridor. The Study's leaders and committees are currently engaged in mapping plans for what could be an overnight explosion of population with accompanying demands for services in the two-county area.

"It was wise of the provincial government to become deeply involved in planning for the commercial growth that is sure to take place in the near future along the north shore of Lake Erie. To date, residents of Haldimand and Norfolk Counties have been active in deliberating their future course in consultation with government appointed planners. It is hoped that this mutual approach to the myriad problems of industrialization will be retained as the establishment of Stelco, Texaco, etc., comes closer to reality."

Grand River Sachem,
June 24, 1970.

"Megalopolis controls absolute must

"The mind-boggling predictions on development of the Great Lakes megalopolis made in Detroit by Dr. Constantinos Doxiadis make it clear that if utter chaos is to be avoided, work must begin immediately on drafting the most rigid control legislation possible -- especially in the realms of pollution control and land use policies.

"The internationally-recognized urban expert foresees Detroit

as a part of continuous urban sprawl from Milwaukee to Pittsburgh with considerable spillover into Ontario, particularly in Lambton, Kent and Essex counties.

"By the turn of the 21st century, Windsor could increase to 700,000 population, Sarnia to 275,000, Chatham to 85,000. A new city of 150,000 persons could be created just south of Sarnia and another new city of 200,000 to the south of Windsor.

"Add to these the forecasts of the Ontario government concerning Toronto, Norfolk and Haldimand counties and the urgency for stringent controls becomes even more apparent.

"Toronto's growth -- to a population of about 5,700,000 by the year 2000 -- is expected to affect an area extending from Brantford on the west to Cobourg on the east and as far north as Midland on Georgian Bay.

"The Norfolk-Haldimand area -- in the heart of the Detroit-Toronto-Montreal corridor -- is expected to grow from its present 80,000 population to 280,000 by the turn of the century. Not only will existing municipalities expand but new satellite cities are anticipated.

"The situation seems to call for international controls because, in such a concentration of urbanization, boundaries become almost meaningless.

"Strict land use and subdivision regulations become imperative to guarantee that farmland is not swallowed up (some of the most productive agricultural land in Canada is in Kent and Essex), that parkland remains untouched, and that urbanization and industrial growth are confined to land unuseable for any other purpose.

"Grid systems of water supply are only one method of ensuring that development will be orderly and in the best interest of the populace. Many other types of regional controls must be implemented.

" Already there is public outcry for the strictest possible controls on pollution of all types. Lake Erie has been labelled "nearly dead" and unlikely to recover for two or three decades. Lakes Huron, Michigan and Ontario must be protected from the same fate.

"Dr. Doxiadis' predictions, first made a decade ago, have produced little government activity in preparation for the inevitable urban development. Now time is running out. Governments must run hard to catch up.

London Free Press,
October 1, 1970.

HALDIMAND NORFOLK STUDY

801 BAY STREET
TORONTO 181
TEL. (416) 365-6504



ONTARIO DEPARTMENT OF MUNICIPAL AFFAIRS

NORFOLK COUNTY ADMINISTRATION BUILDING
SIMCOE TEL. (519) 426-2809
HALDIMAND COUNTY ADMINISTRATION BUILDING
CAYUGA TEL. (416) 772-5096

A20N
1A 65
417

NEWSLETTER NO. 6

Government
Public

FEBRUARY 1971.

END OF PHASE 1 IN SIGHT

With the first draft of a comprehensive planning report now nearing completion, the end of the first phase of the Haldimand-Norfolk Study is in sight. But a good deal of work still remains before the plan is ready to go to the printer, as the draft will need to be carefully reviewed and discussed with Government departments and agencies. It will also be thoroughly checked against the recommendations of the Joint Study Committee. Meanwhile, preparatory work is already in progress for the second phase of the Study, which will deal with the restructuring of local government. A "background paper" on regional government is being prepared and will be ready for distribution within a few weeks. The background paper, which will be given as wide a distribution as possible, makes no proposals. It is intended only to help people to inform themselves about regional government generally before the start of public meetings. These meetings will be an essential part of the second phase of the Study, and will give all a chance to express their views on the future of municipal government in the Haldimand-Norfolk area.

The end of the first phase of the Study does not, of course, mean the end of planning -- which must continue because planning is a continuing process, not a "one-shot" effort. This means a certain regrouping of forces on the part of the HNS staff. The attention of the Study Director, Nigel Richardson, will shift mainly to the local government review, leaving the Assistant Director, Eric Grove, to carry most of the load of continuing planning work. This will not be by any means a complete split; Mr. Richardson will retain responsibility for the Study as a whole and Mr. Grove will similarly remain to some extent involved in the study of municipal government as well as in planning. Mrs. Eva Samery and Miss Jane Fleming will continue to provide research backup to both.

THE JOINT STUDY COMMITTEE

The report of the Haldimand-Norfolk Joint Study Committee was approved almost unanimously by the two County Councils with only minor amendments. Norfolk Council approved the report on December 8, 1970 and Haldimand followed suit on December 18th. The report was adopted for submission to the Minister of Municipal Affairs and the Director of the Haldimand-Norfolk Study with the qualification that it was not to be taken as an endorsement of Regional Government.

In January, both County Councils voted to reconstitute the Joint Study Committee for at least a further year. In each County the entire Council has been appointed to membership. The new Committee will meet shortly to consider possible additional membership and organisation, and to establish a programme. It is already clear, however, that the Committee will concern itself with the reorganisation of local government, possibly presenting its views in much the same fashion as it has done on planning and related matters.

..... AND ITS JOB

"There are all kinds of problems in setting up a regional government and everyone in the two counties should become interested and keep themselves informed of the facts.

"Lloyd O'Grady, Co-Chairman of the Haldimand-Norfolk Joint Study Committee, told members of the Windham Federation of Agriculture at the annual meeting yesterday, 'There are, no doubt, going to be many changes in our form of government and the Conservative party has made the statement that if they get back into power in the next provincial election, they will definitely introduce regional government'.

"Mr. O'Grady said the first phase of the area study was completed last year and was submitted to Haldimand and Norfolk county councils and both accepted.

"The second phase will deal with the form of government best suited to the two county system, either area or a regional form of government,' Mr. O'Grady said.

"He said the second study is expected to take about one year to complete."

(from the Simcoe Reformer, January 22, 1971)

BRANT-BRANTFORD LOCAL GOVERNMENT REVIEW

In a speech to the Brantford Jaycees on January 21, the Minister of Municipal Affairs, the Honourable W. Darcy McKeough, announced that, in response to expressions of interest by both the County of Brant and the City of Brantford, the Provincial Cabinet has given approval in principle to a review of local government in Brant and Brantford.

While a Brant-Brantford local government review would be carried out separately from the Haldimand-Norfolk Study, the two studies would be coordinated. The new review would not affect the possibility that the "marriage" of all or part of Brant in one regional municipality with all or part of Haldimand-Norfolk might be recommended.

LOCAL ORIENTATION AND IDENTIFICATION STUDY

As part of the basic research that will go into the preparation of proposals for the restructuring of municipal government, the consulting firm of Earl Berger Limited of Toronto is carrying out a very important project on behalf of the Director of the Haldimand-Norfolk Study. This is known as the "Local Orientation and Identification Study" (or, more familiarly, "LOIS"). The main purpose of LOIS is to define existing local service areas and the localities with which people identify themselves, and the extent to which these "functional" areas correspond with existing municipal and county boundaries. It will therefore be concerned with such questions as where people do their shopping, where they go to church or to the movies, and what they think of as being their "home territory". The market areas of shops, banks, and newspapers, the patterns of long-distance telephone calls, and journeys to work, among other indicators, will be examined. LOIS has already started with a series of group discussions in eight communities throughout the two Counties. Those concerned included municipal councillors and professional people, farmers, businessmen, students and employees, chosen to represent the varied interests of the area. The analysis of these discussions will assist the consultants in establishing the framework for the second part of the survey -- personal interviews, using a questionnaire, of a random sample of households throughout Haldimand and Norfolk and in parts of adjacent Counties. These interviews will be designed not only to identify the pattern of daily routine journeys of the interviewee, but also the extent to which he or she identifies with a particular locality, town, village, township or county.

Although the results of the Berger study will be of great value when the redrawing of municipal boundaries is considered, it will be only one input to the recommendations of the Study Director on Phase 2, and will definitely not replace the direct expression of opinions by the citizens of the Study Area. It is a supplement to, not a substitute for, the series of public meetings which will be held, probably during the spring of 1971, at which municipal councillors and the general public will have ample opportunity to make their own views known directly to Mr. Richardson. A second opportunity for the expression of opinions will be available once the Phase 2 report has been completed, when reactions to the report can be expressed directly to the Minister of Municipal Affairs.

APPRAISAL OF SOCIAL PROBLEMS AND NEEDS

Rapid economic change and population growth inevitably bring about new and changing social needs. They may also create new social problems if these are not foreseen so that steps can be taken to forestall them. For this reason the Study Director asked the Planning and Resources Institute of the University of Waterloo to undertake a

preliminary appraisal of the new social problems and needs which might be expected to arise in Haldimand-Norfolk in the future. The appraisal was not intended to be a comprehensive study, but merely a general review to serve as the basis for more detailed investigation, for which it makes a number of suggestions. A limited number of copies of the report will be available on request from the Haldimand-Norfolk Study.

The Waterloo study group pointed out that future growth will alter not only the kinds of activity which take place in the Area, but also the scale, pace and pattern of activities; the availability of opportunities; and the decision-making structure. These changes in turn will bring about both economies and "diseconomies" (such as increased pollution). These in turn will affect the quality of life in the Study Area. As social goals the group suggested: equal access to natural environments, to political bodies, and to economic opportunities and social services; increased employment opportunities and increased private and public services; stability of employment; diversity and flexibility; and maintenance of the quality of the environment. This "model" -- growth: direct consequences of growth: indirect consequences: goals -- was applied to four aspects of the physical environment and social organisation of Haldimand and Norfolk as they exist today: the "coastal zone", agriculture, education, and health and welfare.

The following are a few excerpts from the report.

"Surrounded by declining traditional coastal industries and a deteriorating physical environment, both greatly accelerated by industrial development, the coastal residents will experience profound changes in their way of life..... The coastal zone of any region is a unique asset, and its uses should promote the welfare of the region..... A planned coastal zone encompassing the entire shoreline will be paramount in order to meet coherently the needs of the traditional coastal residents, outside transient users, and permanent industries and their employees, while enhancing the quality of the coastal environment..... Cottages constitute a legitimate use of the coast but instead of monopolising it they should enhance and maintain the coastal environment through controlled development in inland enclaves having coastal access."

"In the agricultural sector of the two Counties changes have been occurring with increasing frequency. The number of dairy operations declined by about 500 in Haldimand from 1966 to the present..... Change is also evident in population statistics. As elsewhere in Ontario, the farm population is declining. At the same time average farm size is increasing. Even in the relatively high income producing enterprises such as tobacco, consolidation and diversification appear

to be increasing..... Two distinct but interdependent foci are suggested for research on change in the agricultural sector of Haldimand and Norfolk Counties, namely: (1) adjustment out of agriculture, and (2) adjustment within agriculture. It is recognised that several important forces in addition to industrialisation and urbanisation may greatly influence these two foci. These additional forces would include (1) land values, (2) labour supply, (3) mechanisation, (4) external production cost levels, (5) market policies and processes."

"Should the Nanticoke development take place as projected, the need for student places will suddenly accelerate. The urgency for having contingency plans to cope with this eventuality cannot be too heavily stressed..... Increases in population densities may increase the educational opportunities available to local people and newcomers. However, once again, there will be need for a careful look at the kind of emphasis stressed in any new institution..... A number of persons within the Haldimand-Norfolk Study (Area) have expressed interest in community schools and community school integration. Others have mentioned schools as a means of ultimately changing parochial attitudes. Both approaches reflect concern with either preserving or changing communities via an education system. Both groups frequently expect too much and are unrealistic about the performance capabilities of the schools... Should property owners continue to pay education taxes on the basis of property ownership only, or should there be some other system, given changing agriculture, land usage and income patterns?"

"According to the 'universal' approach, mental health and welfare should be widespread concerns in Haldimand and Norfolk as they are elsewhere. However, preliminary interviews suggest that at present they are very low on the priority lists of many citizens..... Mental health services are very inadequate..... Welfare services seem to have the primary goal of saving money rather than helping people. The fear of 'welfare chisellers' looms large in discussions on the subject, although the major reasons for being on welfare, in addition to unemployment, seem to be alcoholism, old age, deserted wives, unmarried mothers and border-line retardation..... There seems to be a serious shortage of adequate housing in the two Counties. Many people live in shacks or makeshift shelters because there is nothing else available.... The regional goals of equity, affluence, stability, diversity and quality will have important consequences for health and welfare. To achieve them, people will need to identify present and future needs, set priorities, plan ahead, cooperate with each other, and spend substantial sums of money. This creates a dilemma, however, because the general population in the two Counties seem unconcerned with these problems at this time."

HIGH SCHOOLS SURVEY

The four high schools in Haldimand have completed the personal interviews and land use surveys of the eight small communities in that county chosen for examination as part of the education programme of Grades 11 and 12. Copies of the results have been provided to the Study, and an analysis is being considered. It is hoped that the conclusions can be published in some form at a later date.

The schools' work may complement that of Earl Berger Limited, and for this reason alone may prove of very considerable interest.

ONTARIO HYDRO, NANTICOKE

"The huge Ontario Hydro thermal generating station, now in its fourth year of construction, will become an operating reality this year.

"The entire complex won't be completed until 1977 but the first of eight coal-fueled generating units is scheduled to go into operation in December, adding 500,000 kilowatts of power to the Ontario grid system. Boiler testing in the first unit is expected to begin in March, with tests of the turbine section to follow in the summer or early fall.

"The first two units have been closed in and steel framework for the third is well underway. Boiler construction is nearing completion in the first unit.

"Preliminary work has started on the other five units.

"One additional unit is scheduled to come into operation each year from 1972 through 1977, with the exception of 1976, when plans call for two units to go into use.

"When the \$678,000,000 plant (that cost estimate was made about a year ago) is fully operational it will have a total capacity of 4,000,000 kilowatts or more than double Canada's share of the power resources at Niagara Falls.

"Construction activity is now at its peak with about 2,200 workers employed on the site. About 1,500 are Hydro employees and the remainder are working for private contractors.

"The construction employment figure is expected to remain above 2,000 throughout this year before beginning a gradual decline as work is completed. The figure is expected to be down to about 1,500 by 1974.

"At the same time, the plant's operations staff will be increasing. About 75 operations personnel are now at the plant and the total will rise to more than 300 by 1977.

"The completed powerhouse, linking the eight generating units, will be a steel-framed, aluminum-clad structure 1,760 feet long and 275 feet wide. Raised sections 20 storeys high will house the boilers. Turbine generators will be on a lower level and will run across the full length of the building. A four-storey administration block will be connected to the powerhouse.

"Two four-flue chimneys, each serving four generating units, will rise 655 feet above the powerhouse. The chimneys are designed to disperse gases high into the atmosphere. Electrostatic precipitators, which Ontario Hydro says will remove 99.5 per cent of the fly ash particles from flue gases before they enter the chimneys, are to be installed.

"Hugh quantities of coal and water will be required to keep the Nanticoke complex in operation. At full load, the plant will burn close to 1,400 tons of coal an hour and draw about 2,000,000 gallons of water a minute from Lake Erie.

"A dock area to berth coal-carrying ships is now nearing completion and work is in progress on conveyor and storage facilities for coal. The storage area will have a capacity of 5,000,000 tons.

"Water will be drawn into the plant through a 21-foot diameter tunnel which extends almost one-third of a mile out into the lake. The U-shaped tunnel, nearing completion, burrows 235 feet deep on shore before reaching 1,683 feet out into the lake and then upward through lake bed.

"Once the plant is in production, electric power produced will move from the generators to a transformer station on the site and then north along main power lines to Middleport for distribution throughout the province."

(from the Brantford Expositor,
January 11, 1971.)

"Upon completion in 1978, the Nanticoke Hydro project will use as much as two million gallons of water in its cooling system every minute. This staggering amount of water will be taken from Lake Erie and run through the plant's system at such a speed, it will be exposed to heat for a period of only two and one-half seconds before being returned to the lake.

"The two million gallons of water is the amount needed in the cooling operations when all eight furnaces are in operation and if the maximum of four million kilowatts per day were being produced.

"The water will be returned to the lake at a temperature five to fifteen centigrade degrees warmer than when it originally entered the plant. Many people have expressed concern as to whether or not the lake's ecology would be disturbed by the drastic change.

"Public relations man for the Ontario Hydro's Nanticoke venture, Colin Hendry, recently revealed many findings of the company's experimental task force. Dr. Ray Effer, a biologist, is one of the chief experimenting researchers presently studying what problems might be encountered by the change of water temperature in the out-flow area.

"In regards to vegetation, the added temperature can only increase natural growth to the benefit of life now depending on it, Dr. Effer thought, and harmful algae is not created by such a change. Algae is thought mainly to be the result of phosphates now so prevalent in our society.

"Mr. Hendry went so far as to state, 'fishermen will be glad to hear that the outflow channel is expected to be a paradise for the angler'.

"If the remote possibility did occur that a change of temperature would upset the balance of the marine life, the Nanticoke plant could construction a cooling system to return the water in the same state it was taken. However, at this point it is not established that the cost of such an apparatus is required or else it would be installed."

(from the Dunnville Chronicle,
January 27, 1971.)

"An \$8,300,000 waste treatment system planned by Ontario Hydro for its new Nanticoke generating station on Lake Erie has been approved by the Ontario Water Resources Commission.

"Basically, the plans provide for a 185-acre lagoon system for receiving ash sluiced from the boilers and wastewater from the water treatment system. Clarified water will be recirculated from the lagoon back to the station to be utilized in the ash sluicing process.

"Major components of the system will include ash sluicing equipment, a dyke, and an "ash bridge" and foundation to support piping

carrying ash to the lagoon. Sixteen pumps will drive the recirculatory system."

(from the Haldimand Advocate,
December 10, 1970.)

LOCAL PLANNING

At its last 1970 meeting the Council of Windham Township authorised Municipal Planning Consultants, of Toronto, to prepare an Official Plan of the Township. The plan is expected to be completed by the end of 1971.

The Councils of Caledonia, Seneca and Oneida are studying the possibilities of joint planning, and possibly a joint planning board.

A request by the Council of South Walsingham that the Township be designated as a planning area has been countered by a suggestion from the Department of Municipal Affairs that further consideration be given to the establishment of a Joint Planning Area with adjacent municipalities. A meeting will take place in early February.

The Official Plan of the Township of Woodhouse has been approved by the Minister of Municipal Affairs.

A plan for the Village of Jarvis was presented on December 17, 1970 by Planning Consultant, M. H. Kilpatrick. The plan would provide for an ultimate maximum population of 14,000 in Jarvis and the adjacent area. An unusual feature of the recommendations was that of setting up a committee to study and prepare for future social changes.

The consulting firm of Proctor, Redfern, Bousfield & Bacon has prepared a plan for the development and redevelopment of Simcoe's downtown area, to allow it to serve a population of 25,000.

LONG POINT REGION CONSERVATION AUTHORITY

An important step in regionalism has been taken by the amalgamation of the former Big Creek and Otter Creek Conservation Authorities under the name of "Long Point Region Conservation Authority". The new Authority, with offices in the Norfolk County Administration Building, will include all of Norfolk County and much of Haldimand as well as parts of Brant, Oxford and Elgin, with a total of 31 member municipalities. Most of the rest of Haldimand belongs to the Grand River Conservation Authority, with a small portion within the area of the Niagara Region Conservation Authority.

SHORT NOTES

The Haldimand-Norfolk Environmental Appraisal (Chanasyk Report) is being considered as the Canadian case study contribution to the United Nations "Conference on the Environment", to be held in Stockholm, Sweden, in 1972..... Tenders have been called by the Department of Highways for the construction of a Highway 3 by-pass to the south of Tillsonburg; work may start soon on the Canboro' by-pass; road-widening of Highway 3 (Delhi to Simcoe) is under way; Highway 6 south of Caledonia may be next..... Both County Boards of Education opposed the suggestion originally made (but subsequently modified) by the Joint Study Committee that they might be amalgamated if regional government comes into effect..... A representative of the Department of Energy and Resources Management urged Norfolk County Council to study a County-wide solid waste disposal system. He warned that several existing municipal dumps are inadequate by provincial standards. Such a study has already been carried out in Haldimand..... A preliminary study of regional government is under consideration in Oxford County. Student participation is advocated by Consultant Brian Turnbull of Waterloo..... Construction of a complete sewerage system for Waterford is under discussion between the Town Council and the Ontario Water Resources Commission; extension of Port Dover's sewerage system is also under study by the O.W.R.C. and the Department of Municipal Affairs. Dunnville's sewage treatment plant has been in operation since October 1970; Cayuga's will start in February. All communities on the lower Grand will then have sewage treatment plants..... A report on housing needs in Haldimand and Norfolk over the next ten years is under consideration by the Ontario Housing Corporation; further information may be available in the next Newsletter.

CORRECTION

In Newsletter No. 5 it was stated that "a plan providing for a population of 64,000 has been prepared for the 3,000 acres of land acquired by the Ontario Housing Corporation near Kitchener." The population referred would actually occupy about 5,000 acres of which 3,000 are owned by O.H.C.

FROM THE PRESS

"Ominous turn in growth-planning"

"The indefinite postponement of the Steel Company of Canada's massive industrial expansion program on Lake Erie has grave implications for Ontario's regional development policies.

"Although Stelco is only one member of three big companies involved in multi-million dollar industrialization plans for the Erie shoreline between Port Burwell and Nanticoke, its decision to back off could be an omen of things to come. Stelco was the first to stake out an interest and its plans were presumed to be the farthest advanced.

"Stelco's cancellation of construction plans for a \$70 million steel mill near Nanticoke were attributed mainly to economic conditions. So far, Dominion Foundries and Steel Co. and Texaco (Canada) Ltd. have not revealed the present state of their expansion programs in light of the economic climate, but Dofasco indicated several months ago that its proposed steel mill at Port Burwell was up to 20 years away.

"While Stelco's retreat does not doom future Lake Erie industrialization, it must have a profound influence on present growth patterns in the area between London and Hamilton because provincial policy has been predicated on the huge, anticipated shoreline development. What was expected to happen there has a deep bearing on the planning of major transportation, water and sewer trunk routes:

"London has also been worried about the impact Dofasco's building plans near Port Burwell -- 50 miles west of the Stelco site -- would have on the city, if it became a sort of residential dormitory for workers employed at industrial plants on the lake. Lake-oriented growth planning will have to be reviewed and altered if the expected industrialization lapses.

"Ontario has been gradually shaping a policy of directed growth in a series of regional studies, the objective being to specify growth areas and to induce industry to locate there. In other words, the power to control and balance industrial and urban growth would rest with the government instead of being left to industry and developers.

"Plans for shoreline industrialization dominated preliminary development and land-use studies in the Haldimand-Norfolk areas and they are the key component of an imminent policy statement for the entire Erie Economic Region, which encompasses Middlesex, Elgin, Oxford and Norfolk counties. The current turn of events will dictate a quick second look at provincial growth policy for the area.

"In fact, Stelco's action again underscores public policies' vulnerability to policy decisions made by private industry, despite provincial efforts to reverse the pattern. Plans for Lake Erie industrialization have from the outset served as a classic illustration of how industry, rather than government, makes decisions having a crucial influence on growth."

(from the London Free Press,
November 25, 1970.)

"Small Communities Hurt

"Sewage, garbage, pollution, housing and water, to name a few, have been problems of towns, villages and cities for many years. Thus it would seem logical that municipal officials in townships, villages and towns, who have been facing these situations, who know the needs, should be best suited to provide experienced leadership in solution of such problems.

"In the past they have been handicapped by insufficient authority and resources to cope with them. The conclusion must be that the structure of municipal jurisdiction should adapt to these new conditions. How to, is the burning question.

"Development of a more equitable system of tax collection and distribution has been spearheaded by the Ontario government to assist municipalities to cure these financial woes. Unfortunately, money alone is not the answer. Local government is in need of overhauling, too, in the opinion of those who have made an intensive study of the problem.

"Some interesting observations were made on this subject in an address by Dr. Eric Beecroft to the Soil Conservation Society of America, as reported by Erie Economic Council.

"To quote Dr. Beecroft: "It has been the custom of local councils...to acquiesce to the creation of special-purpose boards and commissions to handle transportation, hospitals, education, water supply, sewage, parks and recreational facilities. Thus the municipalities have contributed to their own helplessness by acceptance of special-purpose bodies".

"According to Dr. Beecroft, so entrenched has become this pattern of fragmental government that it is difficult to contend that one strong government could manage all these major and multi-lateral services. A strong, multi-purpose municipal government need not be an entirely new jurisdiction, maintains Dr. Beecroft, super-imposed upon or replacing existing structures. But it should encompass larger geographic areas to provide greater economic depth and strength.

"Interesting to note is the suggestion that a reformed and strengthened county structure could be feasible in some regions. Boundary changes might be needed along with the abandonment of the separated towns and cities anomaly. Multi-purpose regional municipal government could actually be returned to the original concept that underlays the established county system.

"Dr. Beecroft also criticized the system in Ontario of giving priority to government reform only in industrial areas while awaiting the progressive creation of multi-purpose regional governments. He believes that the immediate reform and strengthening of county govern-

ments would extend to the rural and less urbanized communities the same opportunities as the cities.

"Dr. Beecroft's opinion may be acceptable to some and unacceptable to others. However, gradually, as the economic analysis emerges from the Ontario Government's Regional Development planning facilities, it becomes increasingly apparent that the reformation of municipal government cannot follow one rigid blueprint, but must be tailored to local needs and characteristics.

"As a result, more and more elected officials are meeting with their neighbours to explore areas of cooperation for mutual benefit.

"For example, several neighbouring municipalities in Middlesex, Lambton, Kent and Elgin counties have discussed areas of possible collaboration; Oxford County has named a committee to study jurisdictional reform, and the wardens of Elgin, Middlesex, Norfolk and Oxford counties were invited by the Erie Economic Council to meet with the mayors of the ten towns and three cities to informally explore areas of cooperation for mutual benefit.

"Whatever form the restructuring of local government assumes those citizens who, at the local level, have gained experience within the present system and know the needs of the people affected, are "best suited to decide".

(from the Waterford Times,
November 19, 1970.)

"Significant Changes Ahead

"A number of important developments are in the works at various levels of government that will have a lasting effect on the lives of Norfolk County residents.

"Legislative changes in our tax system, further progress toward the overhaul of local government and controls on tobacco advertising are among the prospects viewed with a measure of apprehension and alarm.

"Following a year of critical appraisal of his original White Paper tax reform proposals, Finance Minister Edgar Benson will soon introduce a revised version. Corrections and modifications have been promised, but there is the possibility that the new legislation will be dealt with by Parliament without the benefit of prior review by the public.

"The new White Paper on Taxation should be presented to the people just as the original one was subjected to scrutiny. It is no less important for taxation experts, businessmen and citizens to have

the opportunity of commenting on the changes being introduced by Mr. Benson's tax team. An issue of this magnitude, which will permanently affect Canadians, should not be jammed through the Commons.

"In the realm of alterations to governmental structure, namely the imposition of regionalism in place of existing municipal governments, it would appear that Norfolk and Haldimand Counties have been granted breathing room as the result of the decision by Stelco to delay its Nanticoke project. No doubt the time will be well spent in continuing the two-county study under provincial government auspices to design the best workable system of government for the area."

(from the Simcoe Reformer,
December 28, 1970.)

"Municipal Government Reform

"It would be interesting to obtain the views of leadership candidates of the Progressive Conservative party on the recent proposals for municipal government reform put forward by the Ontario Economic Council.

"The OEC has come up with an exciting and thought-provoking plan for regional government with a strong tax base, adequate powers ensured by the constitution and close involvement with the people of the community which it represents.

"The council's case for reform and emphasis on strengthened local government is summed up in these paragraphs of the report:

"Because most of the basic services provided by government related to people in a regional community and because the individual is the most effective interpreter and most efficient manager of his personal resources, that community should be the basis of our political system. Some public services must, of course, by their very nature be provided on a province-wide basis. Others must be provided on a national basis. But the bulk of public services to individuals and groups are best provided through the individual community.

"Local government should be the focal point of political action -- not an afterthought to be assigned a few local functions.... it is people and only people that count in our society. Government is simply the mechanism we use, collectively, to satisfy human needs. And local government is the agency through which the vast majority of our needs can best be identified and served".

"In endorsing regional government, the council is reiterating a position it adopted in an earlier report. However, it has elaborated to the extent of making a number of new and intriguing suggestions for restructuring the political system. It envisages broader regional communities, integrating rather than destroying neighbourhoods.

"One of the important recommendations is a reallocation of taxing powers away from the traditional dependence of municipalities on property taxes with its inherent limitations. The report points out the inequity of the municipal tax situation by observing that wealth is held in many other forms today and restricting municipalities to real property taxation no longer makes sense. What the municipalities -- that is, regions -- need is the revenue from some provincial tax resources such as income tax, sales tax, liquor profits and natural resources revenues. Sales tax, for example, is already collected on a regional basis and could be easily administered by regional governments."

(from the Simcoe Reformer,
January 21, 1971.)

"Local Government Role Stressed

"That was an interesting address by Metro Chairman A. M. Campbell to the annual meeting of the Simcoe Chamber of Commerce last Wednesday night.

"Drawing on some 20 years of experience with developing regional government in the Toronto area, Mr. Campbell offered words of advice and caution to residents of Norfolk and Haldimand Counties who are on the threshold of a similar transformation in government.

"He repeatedly placed emphasis on the maintenance of contact with the people after regional government is established. The lower tier of local governments representing municipalities of 7,500 to 10,000 population should look after matters dealing directly with the people. The upper tier should concern itself with matters not directly involved with local people but with projects relating to the whole area. He further stressed the role of councillors who must acquire an intimate knowledge of their respective municipalities.

"Citing the need for a clear definition of responsibilities of the two levels of government, Mr. Campbell gave as an example the job of water production belonging to the overall regional government and the distribution of water being carried out by the local municipalities. A strong tax base is also important, including equality in the residential, industrial and commercial assessment of the component municipalities.

"While he agreed with the importance of organization and planning in Haldimand-Norfolk, he also pointed out the need for action in telling the provincial government what type of government setup is required for the two-county area. He warned municipal representatives to make sure that the enabling legislation is definite and specific, and advised them not to accept the verbal assurance of cabinet ministers but to get it down in writing.

"The speaker also suggested that the present course of Haldimand and Norfolk Counties toward a joint regional government may not be the most desirable from a geographic and economic standpoint. He asked if Simcoe might not be more logically associated with the Brantford district, and whether Tillsonburg should not be included in plans for the future. With the study on regional government having progressed over the past year on the premise that Haldimand and Norfolk will be an area of mutual interest in future years, a switch at this time to a north-south region would appear remote. In fact, several municipal councillors have expressed strong opposition to the feasibility of incorporating Brantford. As far as Tillsonburg is concerned, it may eventually wind up in the region to the west in the vicinity of the Dominion Foundry and Steel Company property to be developed near Port Burwell.....

"Mr. Campbell did not pretend that Metro Toronto has all the answers. Looking eastward, he recommended that we keep a close watch on the advancement of the regional government founded in Niagara a year ago for possible guidelines. This is more in our ball park, since the Niagara Region embraces a large number of townships, towns and villages comparable to municipalities in Haldimand and Norfolk Counties.

"The message from Mr. Campbell came over loud and clear: look after our own interests, demand a voice in our destiny, and strengthen the bond between local government and the people it serves."

(from the Simcoe Reformer,
January 27, 1971.)

HALDIMAND NORFOLK STUDY

801 BAY STREET
TORONTO 181
TEL. (416) 365-6504



ONTARIO DEPARTMENT OF MUNICIPAL AFFAIRS

NORFOLK COUNTY ADMINISTRATION BUILDING
SIMCOE TEL. (519) 426-2809
HALDIMAND COUNTY ADMINISTRATION BUILDING
CAYUGA TEL. (416) 772-5096

C20N
MA65
H17

NEWSLETTER NO. 7

JUNE 1971.

Government
Public

STUDY OF LOCAL GOVERNMENT UNDER WAY

The Haldimand-Norfolk Study's recommendations on planning the future development of the area await only the printing of maps to be officially submitted to the Minister of Municipal Affairs, the Hon. Dalton Bales. The Study team is already well into the second phase of its work, examining the structure of municipal government in the light of the rapidly changing conditions that the near future will bring.

A series of public meetings will start in mid-June and run through most of July (a complete schedule is enclosed with this newsletter). At each meeting the Study Director, Mr. N. H. Richardson, will explain why and how local government in the Haldimand-Norfolk area is being reviewed, will answer questions, and will listen to the views of citizens. A total of 21 meetings will be held, five evening meetings and four afternoon meetings in Haldimand, and the same in Norfolk, plus evening meetings in Port Burwell, Tillsonburg and Scotland.

Written briefs and submissions are welcome and will be received at any time up to the end of October, but hearings on submissions will not be held until the fall or early winter, when a second series of public meetings will probably also be scheduled.

YOUR VIEWS ABOUT YOUR LOCAL GOVERNMENT ARE IMPORTANT
PLEASE COME TO AT LEAST ONE PUBLIC MEETING!

To help you inform yourself about the issues, the HNS has produced a booklet, Restructuring Local Government: A Background Paper. Copies are available on request from all HNS offices and municipal offices in the two counties.

The addresses of the Haldimand-Norfolk Study, for submission of briefs and requests for the "Background Paper", are:

County Administration Building,
P. O. Box 601, Simcoe, Ontario.
(519) 426-2809

County Administration Building,
P. O. Box 159, Cayuga, Ontario.
(416) 772-5096

Department of Municipal Affairs,
801 Bay Street, 4th Floor,
Toronto 181, Ontario.
(416) 365-6504.

PLANNING PROGRAMME CONTINUES

Completion of the major planning report and shift of emphasis to the examination of local government does not mean the end of the HNS planning role. This will be actively pursued by the Study's Assistant Director, Eric Grove, with the summer help of Doug Foster of Delhi, a planning student at the University of Waterloo. Their work will focus initially on identifying immediate problems which need to be dealt with, and defining areas which may need special measures to preserve them for recreation, conservation and similar purposes as the pace of development builds up.

LOCAL ORIENTATION AND IDENTIFICATION STUDY

One series of meetings connected with the review of local government has already been completed. Working on behalf of the HNS, Dr. Earl Berger and his associates have involved over a thousand people in small-group discussions. The "LOIS" meetings will not be duplicated by the summer's public meetings; the two series are complementary. The public meetings will be open and general, intended to give all citizens the opportunity to make their views known directly to the Study Director. The LOIS meetings were designed to obtain specific kinds of information through in-depth discussions with a representative sample of the population. HNS staff were not directly involved in these meetings at all.

Results of LOIS -- information about the geographical patterns of everyday activities as well as about attitudes towards, and involvement in, municipal government -- will be available during the summer.

SHORT-TERM HOUSING NEEDS STUDY

A report on housing needs in Haldimand and Norfolk during the next 10 years has been prepared for the Ontario Housing Corporation by Paterson Planning and Research Ltd. It has provided the HNS staff with much useful information for planning purposes. Enquiries about the report (Haldimand-Norfolk Housing Needs) should be directed to Mr. Peter Lepik, Ontario Housing Corporation, 101 Bloor Street West, Toronto; (416) 966-3600, Ext. 301.

Some of the highlights of the report:

Reflecting the delay in Stelco's construction start, housing needs in Haldimand and Norfolk will not make themselves felt as rapidly as was first expected. For the period 1971 to 1975 inclusive, new housing will be required at about the total two-county rate of construction in 1970. This average (of some 475 dwellings per year) will need to be increased in 1972/3 to about 500 dwellings, due to the influx of the first Ontario Hydro and Texaco permanent work force. From 1976 onward the housing needs will escalate rapidly to an average of 1,000 per year, throughout the two Counties. These figures allow for housing needs from the present population, from construction workers and incoming permanent population, for replacement of existing housing that wears out, and to provide for a desirable overall vacancy rate of about three per cent. In all, some 9,000 dwellings are foreseen as being required by the end of 1981.

The report also notes that planning and action must be initiated during 1971 and continued throughout the decade. The targets for 1971 and 1972 must be met if the whole housing programme is not to be delayed. All forms of housing will be required, to offer a wide range of choice, and this must include multiple dwellings and mobile homes. Special emphasis is put on the need of dwellings for the elderly. A rapid increase is likely in the demands for assisted forms of housing. Altogether some 40% will need to be in forms of multiple dwellings (Editor's Note: National Housing Act figures show a national average of about 75% multiple dwelling completions, with about 60% multiple dwelling completions for centres of under 10,000 population).

The report recommends, among its solutions, the introduction of the HOME plan for leased lots in selected areas in the two Counties, housing "workshops" to create a greater understanding of housing need and supply, the provision of condominium housing wherever possible, mobile home parks based on joint provincial/federal financing, continuing surveys of need and supply of housing, and improved supplies of mortgage financing.

It is also pointed out that the residential building industry in the two Counties will be of great importance in the future: it may need some reorganisation and strengthening in order to meet the tasks that lie ahead of it.

HALDIMAND-NORFOLK IN THE U.N.?

Well, maybe not in the usual sense, but the two Counties will become internationally known through next year's United Nations

Conference on the Human Environment. The Haldimand-Norfolk Environmental Appraisal (Chanasyk Report) is one of the "case studies" selected for background information for delegates to the Conference in Stockholm, Sweden. A great and well-deserved tribute to the Appraisal.

OXFORD LOCAL GOVERNMENT REVIEW

The municipalities of Oxford County, including the City of Woodstock and the Separated Town of Ingersoll, are cooperating in a "do-it-yourself" study of municipal government. They aim to take the initiative in presenting the Minister of Municipal Affairs with their own ideas as to how local government in Oxford should be reorganized.

The local government review phase of the HNS cannot ignore Oxford because of the common interests and linkages which cross county lines to focus on Tillsonburg. Messrs. Richardson and Grove of the HNS have therefore met with Oxford's study committee and its consultant, Brian Turnbull of Kitchener, to discuss coordination of the two studies. Periodic meetings will be held to compare notes as the two programmes proceed.

THE MINISTER SAYS.....

"Perhaps the most outstanding problem facing all of us at present in this area is how to develop effective units of government that are properly equipped to cope with the pervasive consequences of rapid urbanization.

"Some people believe that municipalities can deal with this problem on their own. Others contend that the Province should impose its will in such matters as planning and the operations and powers of local governments.

"The basic philosophy of the Ontario Government is that local governments can best deal with local problems but that the Province has a responsibility to provide the framework for achieving broader goals.

"In this context, cooperation is essential. Within this context, the Province has a fundamental role to play in assisting the municipalities to achieve practical and acceptable structural and economic reforms.

"How local governments operate, the decision-making powers and financial resources they possess will be instrumental in determining the future prosperity of the people in their regions, the

preservation of property values, the provision of services for people and the protection of the environment.

"You are all, no doubt, familiar with one approach being taken to this problem in Ontario -- the establishment of a stronger, more flexible and locally responsible system of government reorganization, generally referred to as regional government.

"The present regional government program is an attempt to initiate fundamental discussions, preferably on a regional basis, about the role of local government in the future.

"This approach includes discussions of the alternative forms new systems of government can take, and -- hopefully -- the resolution of existing local differences to bring about an acceptable and more effective unit of government which can deal with the problems that face us.

"Five regional governments have been established in various parts of the Province during the past few years and, as was to be expected, some of them have not been without their birthpains.

"St. Catharines, for example, has raised questions on its future status within the Regional Municipality of Niagara.

"That city's submission is being carefully considered by my department. I have established a committee -- in fact, it was established before St. Catharines expressed its opinions -- to review the operations of Regional Niagara.

"The Regional Municipality will be asked for its views in the matter and I hope this review will also identify those things for which the Province has responsibility as well as those things for which the regional and local municipalities should accept responsibility in problem-solving.

"As an on-going process, my department also is reviewing the operations of the other regional governments. From time to time, the legislation governing these regional governments may need amendment to permit adjustment to previously unforeseen difficulties and to keep this new form of government in step with the changing requirements of the people in the regions.

"It should be remembered that Metropolitan Toronto, which has been operating for some 18 years now, has still not resolved all of its problems.

"But this is to be expected in human affairs. No matter how we initially organize local government, we will never find the ultimate answer to all problems. It would be unrealistic to expect otherwise."

(From an address to the
Mississauga Real Estate Board by
the Honourable Dalton Bales,
Minister of Municipal Affairs,
May 20, 1971.)

STELCO STATUS

"Steel Co. of Canada Ltd., Toronto, probably will start its planned \$1-billion Nanticoke project on the north shore of Lake Erie in 1975, according to J. P. (Peter) Gordon, who was elected president of the company yesterday.

"Hamilton-born, Mr. Gordon succeeds H. M. Griffith, who was elected chairman of the board and continues as the company's chief executive officer.

"Mr. Gordon said development of the Nanticoke project is being subjected to a thorough scrutiny and is conditional on the maintenance of a healthy domestic economy through this decade.

"Despite uncertainties, he is confident the project will account for about three million tons of steel product annually by the end of this decade. Conceivably, this could represent about one-third of Stelco's total annual steelmaking capacity in 1980.

"He referred to comments made at yesterday's annual meeting of shareholders by Mr. Griffith that uncertain economics and soaring costs have important effects on the planning of an integrated steel plant.

"Expansion Plans

"About 90 percent of Stelco's current annual steel production is sold in Canada. Output expansions now under way or planned for later this decade probably will be accompanied by sharply increased emphasis on marketing efforts in international markets.

"Stelco's steel production is to increase from less than five million tons a year now to six million tons in 1972. If the Nanticoke complex is started in 1975, the company could have a production capacity

of nine million tons in 1980."

(From the Toronto Globe and Mail
April 20, 1971)

NANTICOKE LAKE STUDY SUPPORTED
BY HYDRO, STELCO AND TEXACO

Ontario Hydro, the Steel Company of Canada and Texaco Canada Limited have announced support of a \$200,000 fisheries survey in the Nanticoke area of Lake Erie. It is part of a complete lake biological program being conducted by a Nanticoke Environmental Committee.

The survey will be carried out by the Ontario Department of Lands and Forests and involves checking sport and commercial fish species, including spawning and food cycles over the next three years. It is to be integrated with the general fish survey Lands and Forests has been doing for the whole of Lake Erie.

The work will assist in establishing the existing lake biological base conditions in the part of Long Point Bay which may be affected by Hydro's Nanticoke generating station and the planned facilities of Stelco and Texaco. Studies of the lake have been going on since 1967, and will continue until the mid-1970's. Cost will be an estimated \$800,000.

Represented on the Nanticoke Environmental Committee are the Ontario Water Resources Commission, Lands and Forests, Hydro, Stelco and Texaco.

When the program is finished, the study group will have a picture of the Nanticoke area both before and after the building of the facilities. This will show the effect, if any, of the installations on the environment.

GRAND RIVER WATER MANAGEMENT STUDY

A comprehensive provincial government study to establish a long term program for water management in the Grand River watershed has been announced by Energy and Resources Management Minister George Kerr.

The study is being carried out by an inter-agency team led by consultants from the government's Management Services Division and

including professional staff of the Conservation Authorities Branch and the Ontario Water Resources Commission.

A close working liaison has been established with staff of the Grand River Conservation Authority and the viewpoints of communities situated within the study area will be ascertained in order that these views may be reflected in the final report scheduled for completion during early summer 1971.

'The projected growth and development of the communities in the Grand River watershed will be reviewed and the various demands for water, which such growth will entail, will be estimated,' Mr. Kerr said. 'This will include an examination of alternative proposals dealing with water supply, quality, flood control, recreation and, in general, the management of the river system as a resource.'

A long-range program of development will be prepared with special emphasis on the date by which the various elements of the program will be required by the community. The study will also provide details of the costs to be anticipated in a comprehensive program of this nature, he added.

NOTES FROM HERE...

Vice-Chairman of the Metro Toronto Planning Board, Mrs. R. H. Scrivener, addressing the Norfolk University Women's Club in February, stressed the opportunity in Haldimand and Norfolk to use effective planning to avoid repetition of the problems of areas where large-scale urban and industrial growth has already taken place. She advocated the creation of a two-county Joint Planning Board... Simcoe's application to annex part of Woodhouse Township has been forwarded by the Minister of Municipal Affairs for the consideration of the Ontario Municipal Board. From the start of the HNS it has been the Study Director's policy not to hold up municipal boundary changes that can be justified in terms of immediate needs... The County of Haldimand has rejoined the South Ontario Economic Development Council... The Simcoe Planning Board has given approval in principle to a plan for the redevelopment of the Town's central business district... A draft official plan has been completed for the Township of North Walsingham... Pollution problems at Turkey Point, resulting from inadequate sewage disposal, may restrict swimming in the area this summer. Further septic tanks will not be approved by the Health Unit and warning signs may be posted

on the beach. Charlotteville Township Council intends to limit any further development until conditions are corrected, and local rate-payers are investigating the possibility of a sewage collection and disposal system.

...AND THERE

Briefs from the Brantford and District Labour Council and the Brantford Chamber of Commerce to the provincial Committee on Post-Secondary Education advocate the establishment of a university in Brantford... Tillsonburg officials have discussed the creation of a new Tillsonburg Airport with the federal Department of Transport... Seven east Elgin municipalities may form a Joint Planning Board if the Minister of Municipal Affairs agrees... A new provincial grant formula will allow the Grand River Conservation Authority to proceed with a dam-building programme... Energy and Resources Minister George Kerr has suggested that the provincial government may have to buy Niagara fruit belt land and lease it back to growers to preserve it from development... A brief from the City of St. Catharines to the Minister of Municipal Affairs lists a number of complaints about the effects of regional government on the City. St. Catharines' request to other municipalities to support its call for a review of regional government has met with a mixed reception, both inside and outside Regional Niagara. But the Minister has indicated that such a review will be carried out before any new regional municipalities are created anyway.

FROM THE PRESS

"The Regional Taxpayer

"Municipal Affairs Minister McKeough wasn't exactly overwhelmed with applause when he spoke in praise of regional government at a convention of municipal leaders in Toronto the other day. In fact, many responsible people are downright unhappy with regional government and would be glad to ditch it.

"In St. Catharines, hub of the new region, covering Lincoln and Welland Counties, city councillors are talking secession--a reaction to a sudden tax surge threatened by regional government cost distribution.

"Despite its painful birth, the regional concept remains sound and if Queen's Park buckles under anti-regional pressure, Ontario will blow its basic formula for rational municipal government.

"Regional governments are designed to bring political administration into line with economic and social reality. It's absurd that a community should be divided by obsolete nineteenth century political boundaries that are no longer recognized in job, shopping, business, social or cultural patterns.

"Out of date political borders are worse than useless. They create an unfair division of taxation and services among various parts of a regional community, although demands upon major services -- through roads, sewage treatment and water supply plants, large parks -- may be common to the entire community.

"A realistic political base is essential to the tax reforms Ontario municipalities urgently need in order to relate taxes with services. Regional government, as the means to that end, was a principal recommendation of the 1967 Smith Report on taxation."

(From the Hamilton Spectator
February 25, 1971)

"Review of Regional Government

"Municipal Affairs Minister Bales has pledged a review of regional government in Ontario. An examination of the province's regional works wouldn't be premature. In the case of Niagara, from which St. Catharines wants to secede, an immediate study offers the only route out of the present dissatisfaction.

"Queen's Park owes all Ontario communities -- those in regions and those on the somewhat blurred waiting lists -- the best form of local government the province can develop.

"If people in one region or some parts of a region find inequities in taxes, services or representation in regional government, their complaints deserve full examination. And faults in the system should be corrected, with provincial help, if it's needed.

"Moreover, the structure of local government, possibly for the next century or longer, is at issue. The growing, high-pressure complexity of urban life, intensifying annually, demands the most effective, responsive kind of local administration.

"Regional government promises to be a practical means of rationalizing local government and, at the same time, the local tax system.

"It's vital, therefore, that Queen's Park must do its utmost to make regional government work. The alternative is to continue the costly, chaotic, ineffective nineteenth century municipal mechanisms which rule Ontarians who live outside present regional government boundaries.

"As long as large components of existing regions -- and St. Catharines is the biggest in Niagara -- strongly object to the system, it can't be considered successful. Not in its present form, at least. Democracy demands that government must be acceptable to the majority of the governed.

"A conscientious, practical review by a provincial committee probably will show what, if anything, is wrong in Niagara, and how inequities may be resolved. The results should prove useful in regions where people see scope for improvement and in areas still waiting for regional government."

(from the Hamilton Spectator,
May 7, 1971)

"Haldimand and Norfolk

"Haldimand and Norfolk county councillors have taken a constructive, reasonable line; both groups have agreed to continue their joint regional government study, although there are serious doubts on both sides, particularly Haldimand's.

"The doubts are justified because Haldimand and Norfolk are among the few areas in southern Ontario without a dominant urban focal point. There's no obvious metropolitan centre, as in other regional units, existing and proposed.

"Simcoe, in Norfolk, is the largest town and it can't be compared with other regional centres, such as Toronto, Hamilton, London, Windsor, Kitchener, St. Catharines, Brantford, Sudbury, Ottawa, and Thunder Bay as an economic-social-political hub upon which the entire region is focused.

"In fact, the Haldimand and Norfolk area's small town and rural township mixture remains adequately served, in many ways, by the nineteenth century political framework that has become so harmfully obsolete in the metropolitan regions.

"That's why many knowledgeable leaders in both counties foresee in regional rule, a danger of large and costly administrative

organisms with no compensating benefits in public service improvements.

"But the planned Nanticoke steelmaking complex, and with it the possibility of a major new city that will spread into both counties, could change all that, and quickly. That massive development will demand planning and public service financing and construction -- for homes, industry, commerce and transportation -- affecting most, if not all, the municipalities in Haldimand and Norfolk, not to mention some communities outside the two counties.

"With great change imminent (the Steel Company of Canada may begin operations there as early as 1974), Haldimand and Norfolk are wise to continue their studies, aimed at providing the form of government that will serve their area best in the bustling years ahead."

(From the Hamilton Spectator
March 27, 1971)

"Time to Save the Lakes

"Ontario Energy and Resources Minister Kerr has made it clear that he intends to push for full American cooperation in the international effort to save the Great Lakes. Mr. Kerr's job, at the next anti-pollution conference of provincial and state leaders, is to put across his message with as much forcefulness as the circumstances require.

"Unless the states agree to at least match Ontario's pollution controls, Queen's Park must insist on effective international action, through Ottawa, at the federal level. Otherwise, the Ontario taxpayers' long and costly investment in lake pollution control will be wasted.

"Mr. Kerr, obviously, realizes the futility of fighting alone. With 80 percent of the Great Lakes population and pollution sources on the American side, Ontario's controls will be slightly better than useless if contamination continues spewing out of the lakes' southern shores.

"Lethal poisons and filth won't stop at the boundary; northern Lake Erie will be just as dead as the southern half. When pollution from Ohio or Michigan is a health and economic menace in Ontario, this province -- as a duty to its own people -- has every right to demand cooperation from the states; as they have the right to demand the same of Ontario.

"The province has taken and maintained a strong, progressive leadership in the struggle to salvage the Great Lakes and has been admirably assisted by Ottawa -- the phosphate ban, for example."

(from the Hamilton Spectator,
May 5, 1971)

"Massive Lake Erie Cleanup Urgent"

"Although they are deeply concerned by financial and moral obligations to clean up their resort community, and under increasing pressure to do it immediately, the permanent and part-time residents of Turkey Point should not feel that they are an isolated segment of the population, singled out for special attention.

"The water pollution issue today is not localized. It involves the pollution menace in all of Lake Erie, and the gathering of forces and resources to save the lake from further deterioration. There is no doubt that lake water quality is poor along Turkey Point beach, and that the need for a sewage disposal system and possibly a water system is urgent, but the problem there is only an example of what afflicts the entire north shore of Lake Erie.

"Last summer, a section of one of the province's best known beaches at Port Dover was posted as the result of findings by the Norfolk County Health Unit that the water was contaminated. Swimmers were warned to use the water at their own risk. Subsequent comments by property owners in the Regent Street area of the beach indicated that despite requests for sewer service over a period of some 20 years, they continued to be excluded from the municipal system. Some had septic tanks, others nothing, to handle their sewage. Turkey Point is not alone!

"From the massive outpourings of industrial waste generated by factories and communities on the American side, to the piles of stinking algae in the Port Colborne area, to mercury contamination at the west end of the basin, Lake Erie is seriously threatened from all sides. Newspapers, health authorities, municipalities and higher levels of government have recognized the spreading blight in this great inland waterway of commerce and recreation. Virtually nothing has been done to stem the tide in a practical way. While the population has increased and commercial and residential building gone on at a rapid pace along the Erie shoreline, the attack on pollution in the lake appears to have bogged down in buck passing and red tape.

"However, some hope for concrete and effective action may be

discerned in statements by Ontario officials, spokesmen for bordering states, the International Joint Commission, and more recently the federal government. Recognizing the need for sewage treatment facilities, Ontario Energy and Resources Minister George Kerr announced last July plans for a \$30 million program in this regard as recommended by the Ontario Water Resources Commission. Subsequently, the IJC issued a comprehensive and wide-ranging set of recommendations for restoration of the Great Lakes. Then this week, the federal Fisheries Minister, Jack Davis, acknowledged that Ottawa will have to give special aid to Ontario to clean up pollution in the Great Lakes. In so stating, he noted the additional obligations on Ontario municipalities on the shores of Lakes Erie and Ontario to install sewage treatment facilities in line with the IJC proposals.

"One of the key points in the IJC report, significantly, was the urgency of a quick program to improve sewage treatment facilities on the shores of Lakes Erie and Ontario to halt further decay in the water. (The IJC is an advisory group of Canadian and U.S. officials who deal with common border problems and its report issued January 14 was heralded as a major step toward saving the lakes.)

"Mr. Davis displayed keen insight into the sewage issue as it affects such communities as Turkey Point when he commented that Ontario municipalities on the lower lakes would be obligated to render an "exceptional performance" on waste treatment. Certainly, the prospect of the people of Turkey Point carrying out a \$1.5 million sewage and water program on their own would be more than exceptional effort. It is in fact out of the question, and they will have to bring influence to bear on their government representatives for substantial assistance.

"No doubt municipal officials and individuals of many resorts, towns and villages along Lake Erie will be encouraged to adopt an aggressive approach to government for measures to improve their sewage facilities, in view of the recent awareness at the provincial and federal levels. To complement their willingness and desire to turn the tide of pollution, Mr. Davis, Mr. Kerr, the OWRC and the government leaders will have to render strong leadership to get sewage treatment facilities off the drawing boards and into operation at the earliest possible date."

(From the Simcoe Reformer
February 19, 1971)

HALDIMAND NORFOLK STUDY

801 BAY STREET
TORONTO 181
TEL. (416) 365-6504



ONTARIO DEPARTMENT OF MUNICIPAL AFFAIRS

NORFOLK COUNTY ADMINISTRATION BUILDING
SIMCOE TEL. (519) 426-2809
HALDIMAND COUNTY ADMINISTRATION BUILDING
CAYUGA TEL. (416) 772-5096

CA20N
MA65
H17

NEWSLETTER NO. 8

Government
Publication

OCTOBER 1971.

PHASE I COMPLETED

Submission of the Haldimand-Norfolk Planning Report to the Minister of Municipal Affairs, the Honourable Dalton Bales, officially ended the first phase of the Haldimand-Norfolk Study in August.

The report is now under active consideration by the Provincial Government. It will probably not be made public until a detailed review has been completed.

LOCAL GOVERNMENT PHASE

The Public Meetings

The Study is now well into its second phase, examining the present system of local government in the two Counties. Phase II got under way with a series of 21 public meetings, mainly held in Haldimand and Norfolk but including Brant, Oxford and Elgin. They were attended by nearly 700 people altogether. Each meeting opened with a brief description of the changes expected in the area, an explanation of why the present local government system needs to be reviewed, and an outline of some of the main issues which will have to be considered in the study. This was followed by an open period for comments, questions and discussion.

As might be expected, some of the people who attended the public meetings were adamantly opposed to any change in the 120-year-old system of municipal government, while others felt equally strongly that it should be replaced by a new, up-to-date system as soon as possible. Probably most people took some kind of "in-between" position; they were prepared to accept that change may be necessary but felt that it should be minor, or postponed for several years, or both; or while not solidly opposed, they were fearful of some of the possible consequences--especially in higher taxes.

Every comment and question raised at the meetings has been recorded on index cards. Each card (over 400 in total) records not only a particular point but also the meeting or meetings at which it was brought up. Analysis of these cards will thus reveal not only what are the main areas of concern in the Study Area as a whole, but also what points seem to be most important in the different parts of the two counties. This will be a very valuable guide to assessing public attitudes to different aspects of reform, and a great help in shaping proposals that will, as far as possible, overcome the problems and fears which have been expressed, as well as incorporating

positive ideas and suggestions.

Other Studies

Of course, the public meetings will constitute only part (even though a very important part) of the "input" into the final recommendations.

The intensive studies and proposals of the Haldimand-Norfolk Joint Study Committee (see below) will be given very serious consideration.

Many reports and publications dealing with local government and finance are being studied; these include the reports of the ten local government reviews so far carried out in Ontario as well as studies of the reform of municipal government in other provinces and countries. The practical experience in those parts of the province where change has already taken place will be taken into account (the Study Director has already interviewed the Chairman and three members of the Council of the Regional Municipality of Ottawa-Carleton).

The "Local Orientation and Identification Study" ("LOIS") is almost finished and the consultant's report is expected soon. It will provide information, based on group interviews throughout the two counties and in neighbouring areas, on:

- "natural" communities and areas of interaction: the areas from which individual centres draw people to work and shop, the areas where local newspapers circulate, etc.
- strength of local loyalties, and identification with communities, municipalities and counties; feelings about boundary changes.
- attitudes towards local government generally.

From this will emerge, around the end of 1971, a preliminary report. This report will not contain concrete proposals. It will present to the public the Study Director's general ideas as to the different directions in which municipal reform in Haldimand-Norfolk might go. It will probably present alternatives and attempt to assess the relative merits of these alternatives. Designed to obtain public reaction to specific possibilities, the preliminary report will probably be followed, early in 1972, by a second series of public meetings at which this reaction can be expressed.

What Happens Next

It was often asked at the public meetings just what steps would follow before a new system of local government actually comes into existence. It is likely that things will go something like this:

End of 1971: preliminary Haldimand-Norfolk Study report.
Early 1972: second series of public meetings; acceptance of written submissions and responses to the preliminary report.

Spring or early Summer, 1972:

presentation of final report to the Minister of Municipal Affairs.

Dates unknown:

Publication of Minister's proposals;
Acceptance of submissions and responses by the Minister;
Preparation and enactment of legislation;
Establishment of new local government system.

WRITTEN BRIEFS

Please remember: briefs and submissions to be presented before the preliminary report is prepared should be in the hands of the Study Director by October 31, 1971. Further briefs and submissions, responding to the preliminary report, will of course be received after the report is made public.

REGIONAL NIAGARA - THE HORRIBLE EXAMPLE?

At nearly every one of the public meetings, questions were raised about the experience of the new (January 1, 1970) Regional Municipality of Niagara, mainly based on reports of sharply increased taxes and/or deterioration of services following the formation of the new regional government.

The Regional Niagara situation is now under detailed study by the Department of Municipal Affairs. This study will undoubtedly lead to the correction of some inevitable "teething troubles"--- and will probably also reveal a good many of them to more imaginary than real.

But whatever the rights and wrongs of the Niagara situation may be, it would be a bad mistake to use them to jump to conclusions about the rights and wrongs of restructuring local government in Haldimand-Norfolk. Let's remember:

-Regional Niagara, with its large towns, substantial industrialization and sharp differences between urban east and north, and rural west and south, is a very different kind of area from Haldimand-Norfolk, with very different problems. Niagara exper-

- ience is not likely to be a good guide for Haldimand-Norfolk.
- As the Honourable Mr. Bales points out (see below), no radical change will work 100% smoothly right away. It will always take time to get the "bugs" out. Five years are probably needed before a fair assessment of regional government is possible.
 - Changing a system of government is only a way of providing the opportunity to do new things or to do old things better. Whether they are done, and how they are done, depends entirely on the people who run the system - the people whom the citizens elect.
 - Most important of all, neither Regional Niagara, nor any of the other new municipal governments in Ontario, is necessarily a model for Haldimand-Norfolk. The whole purpose of this Study, while taking experience elsewhere into account, is to decide on the system of municipal government that will best suit the conditions and needs of the Haldimand-Norfolk area.

THE MINISTER OF MUNICIPAL AFFAIRS SAYS.....

"I am confident that, collectively, we have the resources to direct urbanization in a way that will enhance life for all of us, but we must deal with the problems vigorously, efficiently and in a spirit of genuine cooperation....But, if the municipalities are to participate as partners in this approach, they must have the political, administrative and financial strength to control their own growth and viability and to work as a team with Queen's Park. The development of these factors is vital to our future success...

"Let me turn now to the problems of coordinating our respective efforts in the field of planning.

"We feel that the provincial government must be responsible for the orderly development of the province to ensure that all areas participate in the overall advancement of the province.

"We are tackling this by setting out regional development concepts for the whole province. Once these ideas have been developed and refined they will form the framework for both local and provincial decision-making purposes.....

"It is our hope that through these regional development concepts we will achieve orderly and balanced growth of all provincial, municipal and private development programs.

"But what's the use of talking about effective planning if we do not have local government units that have the power base essential to making effective planning decisions and carrying them out?

"The present regional government program is intended to restructure local governments to enable them to do just this.

"Municipal organization has been substantially restructured in five areas of the province beginning with Metropolitan Toronto 18 years ago.

"During the past few years four other regional governments have been established and, as was to be expected, some of them have not been without birth pains....

"But this is to be expected in human affairs. No matter how we initially organize local government, we may never find the ultimate answer. And it would be unrealistic to expect otherwise...

"Any restructuring of local government takes time to accomplish. There are many local differences and adjustments to be reconciled. There are many people with different views who must be listened to.

"But we must strengthen our local governments in the rapidly urbanizing areas of Ontario and we must do this in consultation with the local people affected.

"It is too early to assess the success of the four new regional governments. Perhaps a shakedown period of five years at least is needed before the real benefits become apparent.....

"Our investigations have indicated that in the majority of cases the members of the local councils consider that the regional governments do indeed offer a vehicle that enables local government to more rationally plan its development and provide services for its people. They recognize that there are inevitable frustrations and difficulties at first and endorse that part of the St. Catharines brief on regional government which states:

"This council realizes that any new reorganization cannot be expected to be operating efficiently and effectively in one year. Indeed, any beneficial effects of overall regional planning will only be seen in the long term. It must be stressed, however, that the most important time is now, during the formative period."

"Our investigations to date show that while there are problems of coordination and communication in the reorganized areas, a major concern is that of increased costs.

"The government recognized that there would be increased

costs and provided additional unconditional grants to the regions. Experience has shown that the creation of regional government and amalgamation of local municipal units necessitate certain additional initial expenditures in order to enable municipal services to be taken to the citizens in the area....

"Where a re-organization of the municipal structure has taken place in order that essential public services be made available to a greater number of people, special assistance may be made available to the re-organized municipalities to assist in the financing of additional costs that are solely related to the re-organization.

"In order that tax rates do not increase unduly it is essential that municipalities in these areas practise the fiscal integrity for which municipal government has a deservedly good reputation."

(From an Address by
The Honourable Dalton Bales
Minister of Municipal Affairs
to the
Annual Conference of the
Ontario Association of Mayors and Reeves
May 31, 1971)

....AND SOME MUNICIPAL VIEWPOINTS

Mrs. R. Jeffrey, Alderman for the City of Belleville, described to the Lake Ontario Regional Development Council in May the County form of government as a faltering system, patched by Provincial grants, with more and more of its functions being assumed by the Provincial Government. She went on to say that the system should be replaced by a new system of municipal government. Mr. Carl E. Bateman, the Clerk-Administrator for Hastings County, said that the present municipal system must be over-hauled completely if Regional Government is to succeed, but before this is considered governments must become more open. It was Mr. Bateman's opinion that Regional Government will mean more autonomy, but this could be lost if more responsibility was not shown by the electorate. The Mayor of Lindsay, Mr. John Eakins, defending the County system, stated "The County system should be the backbone in any Regional Government and the leader in all reform....loss of political power is the greatest impediment to Regional Government, and local people are afraid their voice will be swallowed up in a large regional organization."

(from the Brantford Expositor, May 20, 1971)

THE FUTURE OF THE STUDY AREA

During the Spring and early Summer the Assistant Study Director, Eric Grove, visited 25 out of the 28 municipal councils in Haldimand and Norfolk to present a summary of the land use infor-

mation and future possibilities that has been collected by the Study and by the Joint Study Committee, to date. The presentation was intended to provide background information to assist members of Councils, Planning Boards, and Committees of Adjustment, and municipal officials, in making local planning and development decisions through an understanding of the forces that are currently at work in the area as a whole.

The address, which brought together the work of the HNS, the Joint Study Committee, the Department of Transportation and Communications, the Regional Development Branch of the Treasury Department, the Department of Agriculture, the Department of Energy and Resources Management, and many other organizations and Departments, covered the four main headings of "Ecology", "Communications", "Services", and "Recreation". It dealt with such matters as the preservation of agricultural land; the protection of valuable environmental resources (such as Long Point and the Grand River valley), the industrial development at Nanticoke and the necessary protective measures, in particular relating to air pollution; and the effect of the Hydro Thermal Generating Station. "Communications" included such matters as railways, airports (major and minor), rapid transit, expressways, shipping movements to and from Nanticoke, and harbour facilities. "Services" included the possible linking into a "corridor" system of the major rights of way for hydro transmission lines and gas and oil pipelines, together with local sewer and water services to facilitate the growth of inland towns close to the Haldiman-Norfolk border. "Recreation aspects" included the possibilities of recovering much of the Lake Erie shoreline for public purposes (on a twenty-five year basis), the protection of inland resources with water or woodland recreational potential; an outline of the opportunities for increased water-based tourist recreation along the Lake Erie shoreline, and a system of parkways that would link the tourist and recreational facilities, and historic sites.

A less detailed and shorter version of this address was also given to various community groups. The Assistant Director is willing to repeat this address to any organization, and can be reached at (519)-426-2809.

SHORELINE SURVEY

Mr. Douglas Foster, summer student, has completed a detailed survey of the whole of the shoreline of Lake Erie contained within the two Counties, plus both banks of the Grand River. This survey included the location of various land uses, the quality of beaches and access thereto, the location of cottages and their structural characteristics. Much of this work was carried out by direct survey, but considerable and valuable information regarding the beaches was obtained from a Shoreline Survey undertaken in conjunction with the Canada Centre for Inland Waters under the "opportunities for youth" programme.

Related to the survey was a cartographic presentation of the existing land use controls in the areas concerned.

During the forthcoming fall and winter months this survey and inventory will be used as the basis for recommendations, in some detail, for the future uses (both public and private) for the lake-shore and the Grand River valley. These will be discussed with the various Conservation and other authorities.

THE JOINT STUDY COMMITTEE

The Joint Study Committee is continuing its series of monthly Sub-Committee meetings. Whilst few detailed recommendations have been made as yet, very considerable background work has been undertaken by all members in the reading of the various local government reports that have been produced to date. In particular, the Committees on Public Works, Financing, and Administration have undertaken some detailed analysis of the present municipal system in Haldimand and Norfolk in those fields.

HALDIMAND NORFOLK STUDY STAFF CHANGE

Mrs. Pat Hosack of Simcoe has joined the Haldimand Norfolk Study as Secretary in the Simcoe office to replace Mrs. Joan Louks.

CLEANING UP GREAT LAKES

On June 10, 1971 Canada and the United States approved a multi-billion-dollar program to clean up pollution in the Great Lakes and protect them in the future.

Canada's share to clean up the lower lakes and the international section of the St. Lawrence River has been estimated at \$211 million. The U. S. Environmental Protection Agency estimates the United States cost at \$2 billion.

The International Joint Commission will be given greater responsibility in setting water quality standards in Lake Ontario and Lake Erie and ensuring that each nation complies. There may be similar agreements in the future on other environmental problems such as air pollution. No date has been set as to when acceptable water quality standards will be reached for Lakes Ontario and Erie. Other features of the plan include:

- a detailed joint contingency plan to meet emergency pollution problems in the lakes.
- common water-quality objectives and "compatible standards" for boundary waters, to be reached within a mutually-agreeable time.
- "effective and compatible regulations" in both countries

governing the types of ships using the lakes and controlling their potential pollution activities.

- joint studies and research projects into other areas of possible pollution.

(from the July, 1971, Newsletter
of the Erie Economic Council)

ONTARIO HYDRO NANTICOKE GENERATING STATION

Installation of the boiler system at Nanticoke is now underway. The first boiler, which under full pressure will be capable of producing 3,600,000 pounds of steam per hour, is being erected and chemically cleaned. It is likely that the first commercial operation will commence in December of this year. Tests during the next few weeks will be marked by the emission of smoke from the 655 foot high stack, and by booming noises and steam blasts combined with steam clouds as the whole system is put into proper working order. These noises will of course not occur during normal operation of the Hydro plant - they are simply necessitated by the construction phase. A Hydro spokesman has said "We will do our utmost to minimize any adverse effects so that our neighbours are inconvenienced as little as possible".

A few weeks ago a large water intake caging which has been assembled near Port Dover was floated into position off shore at Nanticoke. Also at Port Dover is currently under construction a giant corrugated steel water intake tunnel, some 22 feet in diameter. When finally completed the Hydro station will require two such intake tunnels to provide its cooling water intake of 2,000,000 gal. of water per minute.

(The Haldimand Advocate, The Brantford Expositor and The Hamilton Spectator; August 1971.)

THE TREASURER SAYS:

"I believe that the largest possible number of people should participate in making those governmental decisions which determine the form and shape of our society. Recently this view has been graced by the 'mod' term 'Participatory Democracy', but I prefer to call it by the old and honoured name of 'decentralization'. The most effective means of gaining this decentralization is through strong local government, because thousands of concerned citizens helping to make government policy through the local municipal system provide our best guarantee that Government will truly reflect the wished of the great majority of our people....I believe most profoundly that Ontario is too big, too diverse, to be governed solely through Queens Park or Ottawa. Those of you in Municipal Government have a clear, detailed and accur-

ate picture of the issues facing your Municipalities. In many ways you have a far better picture than we can ever hope to achieve at the more distant Provincial or Federal levels....Some of the Regional Governments' have been undergoing 'teething troubles'. In my mind, this is a healthy sign. What we now see is the beginning of a debate on local issues of substance, now that people realize that they have a local government system capable of solving local problems. I believe that Regional Government has begun to prove itself as an important new addition to our local government system and I am confident that we will see the establishment of further Regional Governments in parts of Ontario....Leadership by the Province through the Minister of Municipal Affairs, must be accompanied by leadership at the local level. My experience has been that we can succeed best through joint action. There is much you can do for yourselves - partnership is a two way street. Very frankly, sometimes the prospects for local leadership do not seem bright. In the field of local structural form I have seen little evidence of a municipal desire to encourage a full examination of existing institutions and responsibilities. The establishment of larger area planning bodies is still resisted by many municipalities. Many, if not most, Counties are still reluctant to admit a common community of interest with neighbouring cities. Most municipalities still view boundaries, especially County boundaries, as sacred - even when there is overwhelming evidence to the contrary. Municipalities must take some of the initiative in suggesting structural changes. After all, it is your level government which is at stake.....Grants are another area of concern to me. As I noted before we are moving gradually towards a system of equalized unconditional grants. I assume this is a move which is endorsed enthusiastically by all Municipalities. But the local response is not encouraging. Each time a specific programme arises there is a municipal procession Queens Park asking for more special conditional aid.....You are asking us to set your programme priorities for you.....In the new Regional Government we have strengthened the elected Councils by making planning a direct responsibility of the Regional Council and by enhancing Municipal representation on bodies responsible for Health and Police. But much remains to be done. Here again, there is scope for local initiative.....I am confident that the Government of Ontario will have your understanding and support.....I am sure that with energy, clear thinking, and effective co-operation, we will succeed, and that we will create a better local environment for all of us and for those who follow us."

(From an address by the Honourable W. Darcy McKeough,
Treasurer of Ontario and Minister of Economics,
to the
Association of Ontario Mayors and Reeves, North Bay,
June 1, 1971.)

FROM THE PRESS:

BAILING OUT THE REGIONS

New Provincial legislation, introduced by Municipal Affairs Minister Bales, will allow Ontario to patch the financial cracks undermining regional governments. Until the Ontario regional system takes full effect and until local tax structures recover from the administrative upheaval triggered by regional government, the province has a duty to see that local taxpayers aren't penalized.

However, the government has an equal duty to all Ontario taxpayers to ensure that special grants dispatched to regional administrations are awarded strictly on the basis of need. Queens Park should be particularly on guard against the development of huge, unproductive bureaucracies which seem to materialize when an expanding arm of public service falls due for financial priorities.

No one expected smooth sailing all the way from Ontario's obsolete frontier-style municipal system to the political rational haven of regional government.

First, inequities in taxes were inevitable when poorly-governed and well-run communities were arbitrarily pushed under the same roof. People who had sacrificed to pay for their own public services faced the danger of being called upon to pay a share of bringing similar services to their neighbours. In levelling off such burdens, making sure taxpayers don't pay twice for their services, government aid is justified.

Second, regional government's primary financial purpose was to establish the political foundation for provincial tax reform. Tax inequities of the past, many of them based on antique assessment systems, were bound to surface when placed in provincial perspective. Again, grants are warranted to help hard-hit taxpayers over the bumps. Once provincial equalized assessment takes effect, each Ontario taxpayer can be charged a fair share of the property tax--in theory, at least.

Third, an obvious goal of the regional set-up--and of general provincial policy--was to upgrade services, to bring all Ontarians within range of first class roads, schools, hospitals, sanitation, libraries, police and the other locally financed services. Extension and improvement of local services cost money. Once more, government assistance should be available to spare property taxpayers costs that would be unbearable if left solely to local resources. But the services should be provided only where and when they are necessary.

HALDIMAND NORFOLK STUDY

801 BAY STREET
TORONTO 181
TEL. (416) 365-6504



ONTARIO DEPARTMENT OF MUNICIPAL AFFAIRS

NORFOLK COUNTY ADMINISTRATION BUILDING
SIMCOE TEL. (519) 426-2809
HALDIMAND COUNTY ADMINISTRATION BUILDING
CAYUGA TEL. (416) 772-5096

Government
Publications

CA20N
MA65
417

NEWSLETTER NO. 9

JANUARY - 1972.

PHASE I PROGRESS

The Haldimand Norfolk planning report, which completed phase I of the Study, is now under active consideration by the Government. Certain aspects of implementation have required special examination. It is hoped that a public announcement about the plan will be possible early this year.

THE LOCAL GOVERNMENT REVIEW (PHASE 2)

Interim Report on Local Government Restructuring

The next step in the local government phase of the Study (phase 2) is under way with the preparation of an interim report ("Towards a New System of Local Government") to the Joint Study Committee and to the people of Haldimand and Norfolk. This document draws considerably from the Local Orientation and Identification Study (LOIS) and from the work of the Joint Study Committee. After examination of a number of different factors it suggests three alternative approaches to future local government.

The report stresses the need to think first in terms of the general concept or basic structure of municipal government most suitable for the area, before deciding on details of organization and boundaries. There is no standard "formula" or precedent for municipal restructuring which is necessarily right for Haldimand-Norfolk.

The three alternative approaches which are suggested are intended to generate public discussion, but they not only accord with the guidelines of "Design for Development" but are put forward to suit the particular future needs of Haldimand and Norfolk. Alone among other "regions" the two Counties must prepare for a fourfold increase of population, most of it concentrated in urban centres. It is emphasized that the alternatives expressed are not exclusive, and public discussion may well lead to new conclusions: it is just this public expression that is being sought.

THE PUBLIC MEETINGS

In order that the public may express itself a series of ten public meetings will be held, as follows:

FEBRUARY PUBLIC MEETING SCHEDULE

DATE	LOCATION	TIME	MEETING PLACE
Monday Feb. 14	Waterford	8:00 p.m.	Waterford High School Auditorium
Tuesday Feb. 15	Simcoe	2:30 p.m. 8:00 p.m.	Norfolk County Building Elgin Ave. Public School
Wednesday Feb. 16	Dunnville	8:00 p.m.	Queen Elizabeth Hall Dunnville High School
Thursday Feb. 17	Langton	8:00 p.m.	Community Hall
Monday Feb. 21	Delhi	8:00 p.m.	Municipal Auditorium
Tuesday Feb. 22	Jarvis	8:00 p.m.	Community Hall
Wednesday Feb. 23	Cayuga	2:30 p.m. 8:00 p.m.	Metcalfe Hall " "
Thursday Feb. 24	Caledonia	8:00 p.m.	Fire Hall

Copies of a summary of the interim report are being mailed to all persons who attended the similar series of public meetings last fall. Copies will also be available at the meetings. Those persons who are not included in the above mailing may obtain copies by writing to either the Study Director at 801 Bay Street, Toronto 181, Ontario, or the Assistant Director at either the County Administration Building, Cayuga, Ontario or Box 601, Simcoe, Ontario. Copies of the full report may also be obtained on request.

WRITTEN BRIEFS

Persons or organizations are also invited to send their observations, preferably in writing, to:

The Director - Haldimand Norfolk Study

801 Bay Street,

Toronto 181, Ontario.

or

County Administration Building, Cayuga

or

Box 601, Simcoe, Ontario.

Before April 14, 1972

Please note that April 14, 1972 is the latest date for receipt of your views and observations if they are to be effective.

Those who would like to express their views in person directly to the Director of the Study may do so by making a request to him (telephone (416) 365-6504) or through the Assistant Director in Simcoe (telephone (519) 426-2809). As far as possible such presentations will be received in the Simcoe and Cayuga offices of the Study, but arrangements can be made for other locations if necessary, e.g. a presentation by a local organization. Advance notice of such personal presentations should be given as soon as possible.

HALDIMAND NORFOLK STUDY STAFF CHANGE

Miss Nancy McCarthy of Toronto has joined the staff of the Study, as Secretary in the Toronto office, to replace Miss Ann Radley.

THE LOCAL ORIENTATION AND IDENTIFICATION STUDY (LOIS) By Consultants Earl Berger and David Jackson

The final (three-volume) report of LOIS has been completed by consultant Earl Berger and his associates, and is now in the hands of the Study Director. Because of the size and complexity of the report a limited number of copies only have been printed, intended mainly for distribution to libraries, municipal authorities, and others with a need for such a comprehensive document. One copy of the report has been given to each County Clerk for such use.

However, a summary version of the LOIS report has been prepared, emphasizing the salient points of concern and interest. This will be distributed to all those who participated in the group interviews and will be available to others on request. It will also be included as an appendix to "Towards a New System of Local Government".

Persons wishing to receive a copy are invited to so indicate to either the Study Director, or the Assistant Director at the addresses given previously.

THE JOINT STUDY COMMITTEE

Following a recommendation of sub-Committee #1 (Planning and Development) that the two Counties should support planning and development on a wide area basis, Warden Clayton O. Smith and the Haldimand members of the sub-Committee met the Minister of Municipal Affairs in December 1971. The members were impressed with their reception and the discussion of Haldimand's approach, which included financing, planning structure and staffing. The delegation was led by Reeve E. Powell of Cayuga.

In Norfolk County Council, on January 11, 1972 it was agreed that the Warden, Clare Huffman, immediate past Warden John Pow, and the Norfolk members of sub-Committee #1 would meet the Minister for similar discussions, in the near future.

Sub-Committee #6 (Local Government Structure) under the joint Chairmanship of Reeve Mrs. L. Miller of Dunnville and Mayor Harry Scott of Waterford, prepared in December a suggested boundary restructuring of the two Counties, reducing the present 28 municipalities to 10. This suggestion, to be used only as a basis for the examination of municipal problems, has been sent to all members of the Joint Study Committee.

At an Executive meeting in January, it was agreed that all sub-Committees should prepare recommendations based on their 1971 studies. Also there should be a general meeting of the Committee in the spring to discuss a future programme. This followed a brief presentation of the intended Haldimand Norfolk Study programme by Director, N. H. Richardson, and a discussion on financing and future Joint Study Committee programming with Mr. E. A. Gomme of the Community Planning Branch, Department of Municipal Affairs. The urgent need for an area planning board to cover the two Counties was stressed by Mr. Gomme, who offered the full cooperation of the Department if the County Councils agreed on this course of action.

The Executive also agreed that an application should be made for a study of the shoreline under the Provincial Employment Incentive program 1971-72. The Study, which would include such matters as land use, buildings, beaches and their access, values, erosion.

sanitation, ecologically valuable areas, will -- if approved -- employ some seven persons, located in Simcoe and Cayuga. The Study will be supervised by the Assistant Director, Haldimand Norfolk Study. Total costs will be borne by the winter incentives program.

MUNICIPAL ACTIVITY IN THE TWO COUNTIES

Port Dover has asked Ontario Water Resources Commission to take over the operation, control and maintenance of their sewage treatment plant. This follows discussions with Woodhouse Township regarding the problems of sewer and water servicing in the two municipalities

Hagersville has also asked Ontario Water Resources Commission for a study which would lead to the Commission controlling the operation of the plant.

Simcoe has asked Ontario Water Resources Commission to proceed with steps for a major addition to the Town's sewage treatment plant. Capacity would be nearly doubled.

Caledonia Council was told by Mayor Earl Gillespie that it must form a joint planning board with adjacent Townships Oneida and Seneca to cope with the area's development boom. The Mayor said that the increasing number, size and complexity of proposals has outgrown the informal "Committee of Common Interest", formed late in 1970. Three subdivisions confronting the Municipality could double the population.

Delhi Council moved to annex portions of Windham and Middleton Townships. A tentative bid has already been sent to the Ontario Municipal Board. Mayor Arn. Sayeau has said that annexation "is some time off".

Simcoe's annexation of 278 acres of Woodhouse Township, approved by the Ontario Municipal Board in November 1971, became effective January 1, 1972.

Hagersville has authorized an industrial systems firm to investigate the removal of hydrogen sulphide from its water supply. The Council has also requested of Ontario Water Resources Commission that the suggested water pipeline from Lake Erie be constructed.

Simcoe and Suburban Planning Area Board has submitted an amendment covering the whole of the planning area to the Minister of Municipal Affairs (amendment #10). This application is still under study by the Department. The development of a large shopping centre on Highway 3, east of Simcoe, which was the subject of a meeting between the Council and Planning Board and the Department of Municipal Affairs in December 1971, has been delayed pending the discussions regarding the amendment.

Haldimand County Council unanimously supported Hagersville's bid for a Lake Erie pipeline at its December meeting. Cayuga Reeve E. Powell said such a pipeline would affect and help the growth of the entire County.

Middleton Reeve Paul de Plancke expressed the view earlier this year that his Township is ready for the regional government that is coming even closer.

PROGRESS WITH OFFICIAL PLANS

The preparation of Official Plans by Municipalities not previously so covered is proceeding rapidly in the two Counties. Activity, at the moment, includes ---

Haldimand

Moulton, Canborough -- in preparation
Rainham -- formally submitted and under discussion
N. Cayuga, Seneca -- amendments to existing Official Plan under discussion

Norfolk

Charlotteville, Port Rowan -- in preparation
South Walsingham, Houghton, Middleton, Windham -- in advanced stages of preparation
North Walsingham -- formally submitted
Simcoe -- a major amendment submitted

During 1971 the Official Plans for Woodhouse and Port Dover were approved.

OTHER ACTIVITIES WITHIN THE TWO COUNTIES

The International Plowing Match held at Nanticoke in October 1971 was a great success. Opened officially by Premier Davis, attendance exceeded 100,000 persons. A noteworthy (and controversial) event was the first tractor pull to be held in Canada. Through the courtesy of the County of Haldimand, the Haldimand Norfolk Study and Joint Study Committee provided a combined exhibit illustrating both area development and government restructuring needs.

The Simcoe and Suburban Planning Board sponsored a tour of Hamilton in November 1971 under the leadership of McMaster University Professor George Potvin to obtain an insight into urban problems. Subsequently a series of three urban workshops have been sponsored by Simcoe Councillor Chris Lee with Professor Potvin as speaker and moderator. The first was held in January, others will follow on February 8th, and March 14th.

Grand River Conservation Authority researchers recorded over 60 species of fish in the Grand River during 1971. Pickerel and bass were found near Brantford, and a 17 pound rainbow trout taken, tagged, and returned off Dunnville. A "dead" river?

PRELIMINARY POPULATION DATA (1971 CENSUS)

<u>HALDIMAND</u>	<u>1971</u>	<u>1966</u>
Caledonia	3,184	2,725
Dunnville	5,509	5,402
Cayuga	1,083	1,031
Hagersville	2,281	2,169
Jarvis	965	824
Canborough	1,303	1,263
Cayuga, N.	1,563	1,540
Cayuga, S.	741	637
Dunn	1,265	1,196
Moulton	2,798	2,403
Oneida	1,710	1,630
Rainham	2,003	1,835
Seneca	2,498	2,253
Sherbrooke	458	404
Walpole	4,451	3,947
Total	31,812	29,259
<u>NORFOLK</u>		
Delhi	3,837	3,503
Port Dover	3,403	3,220
Simcoe	10,800	9,929
Waterford	2,418	2,379
Port Rowan	862	771
Charlotteville	5,715	5,334
Houghton	2,195	2,101
Middleton	4,113	3,835
Townsend	5,793	5,524
Walsingham, N.	2,935	2,835
Walsingham, S.	2,314	2,220
Windham	5,827	5,901
Woodhouse	3,451	3,026
Total	53,663	50,578
HALDIMAND AND NORFOLK	85,475	79,837

NEWS FROM ADJACENT AREAS

Oxford County Council has approved the establishment of a full time planning staff, following proposals by the 'Area Local Government Study Committee'. The staff will take the place of the planning consultants the Municipalities have been hiring on a part-time basis. Invitations to join the County Planning Board have been sent to Towns and Townships within the County: Woodstock Home Builders Association have indicated their support for a full-time planner. South Norwich has accepted Oxford's invitation, Dereham Township has rejected.

East Elgin municipalities - from Aylmer to Bayham are considering the preparation of a joint plan. Meetings have been held with Department of Municipal Affairs and local monthly meetings will continue. An East Elgin Planning Board is desired, similar to that in Central Elgin.

Brant County and Brantford will get a study of local government in 1972, revealed in an exchange of letters between Warden Clifford Summerhayes, Mayor Howard Winter, and Municipal Affairs Minister Dalton Bales. A high priority has been given to establishing terms of reference. Brant and Brantford feel they are large and capable enough to produce good area government: each is concerned that the Haldimand Norfolk Study will propose a joining of all three Counties. Discussions with the Department are continuing.

MISCELLANEOUS ITEMS OF GENERAL INTEREST

Extract from a letter of October 1971 from Premier William Davis to the Chairman of the Ontario Division of the Community Planning Association of Canada.

"As a result of the growing size and complexity of government and its increasing influence on the life of every citizen, I am well aware of the consequent reaction among many people who feel their elected members more distant from their immediate concerns, resulting in an increasing degree of personal frustration. I am not persuaded that this is a problem capable of easy and simple solution. I am, however, to speak bluntly, determined to try to do something about it. I do not want to lead a province whose citizens think of themselves as we and of their government as they".

Extract from Simcoe Reformer editorial of December 23, 1971.

"Regional governments as proposed by the province may have advantages in providing certain services common to a large geographical area, but many services will still be handled most effectively by counties or municipalities. Our municipal governments, whether county, town or township, have

proven their ability to govern wisely in the best interests of the people of Norfolk County. We should be ever vigilant against any unnecessary erosion of their authority in future years."

Extract from a brief to the Honourable R. K. Andras, Minister of State for Urban Affairs, by the Community Planning Association of Canada.

"The editorial committee studied and evaluated thousands of responses; from these, six major issues emerged:

1. That Canadians have a major concern for the future of their cities.
2. That Canadians are anxious to express their aspirations for the city but do not know how to do so.
3. That Canadians are entirely convinced that Government must listen to the citizen's viewpoint on urban affairs and that it must be able to utilize such a citizen input.
4. That, although Canadians are aware of the various levels of Government, it is the local level (because of its immediacy) to which they relate.
5. That most Canadians demand a strengthening of local government.
6. That Canadians, as citizens, are insistent upon their involvement in the development of a Canadian urban policy and that government provide for them to be so involved."

Extract from the Erie Economic Council Newsletter of January 1972.

"Community Planning - Provincial Planning

The well-known tune which says, "You can't have one without the other," expresses a truth about planning. All planning, whether federal, provincial, municipal or private sector in order to be implemented has to be done within the community and therefore is a fundamental part of community planning.

The massive re-organization of the Ontario Government and its departments includes bringing two of the major planning branches together under the same minister, the Honourable Darcy McKeough.

Community Planning Branch, Director Don Taylor, which deals with the Community Planning Act; the Act under which all municipal planning be it County, Regional, Township, Village, Town or City is carried out.

Regional (provincial) Development Branch, Director Sam Clasky, which is responsible for co-ordinated planning of the Province of Ontario and its departments using the ten sub-provincial economic planning areas as building blocks.

Bringing these two functions, Community Planning and Provincial Planning under the same minister, in the opinion of the writer, is a profound move, and will do much in helping the Municipalities, the Province and the Private Sector to implement sound and orderly economic, social and land-use planning."

GRAND RIVER CONSERVATION AUTHORITY

The Grand River Conservation Authority published a management study of the watershed area in November 1971. As was the case with last February's interim report, the greatest emphasis lies on water supply and replenishment, and waste treatment, in areas above Brantford. Communities on the Upper Grand, and its major communities, are advised to greatly restrict their growth in order not to create environmental problems. Moderation in planned growth is recommended for "Lower Grand" communities. Very great emphasis is placed on ensuring an adequate all season flow of water and on improving water quality. Ground water supplies are recommended for the Kitchener-Waterloo-Galt-Guelph area until further studies are completed. Brantford should continue temporarily to draw water from the Grand until Lake Erie water is supplied from the Nanticoke - Lake Erie system to the Kitchener-Waterloo-Galt-Guelph area. A multi-disciplinary inter-departmental planning team is recommended to coordinate a comprehensive water management programme for the whole basin is also advocated.

A November 1971 Ontario Municipal Board rejection of Sarnia's bid to annex land from adjacent rural Townships has been regarded as a landmark decision. The Board opted for community control by the rural areas by not accepting that the territory required by Sarnia had a "community of interest (that extended) to the far-flung reaches involved, nor does it have a common interest with the vast rural area sought". This is a tougher line than has been previously expressed: economic and population pressures must be so great that annexation is the only course of action left open.....

Professor Ed Pleva, of the University of Western Ontario, (speaking in Sarnia at about the same time), commented that annexation and amalgamation have "gone about as far as anyone would care them to go". In commenting on evidences of a decentralising trend in the Province, and that local governments are starting to go along regional lines Professor Pleva pointed out that the problem is to create a mechanism that will blend these trends at the proper level without creating another level of government.

Mr. Donald King of planning consultants Stevenson and Kellogg told delegates to the convention of the Counties and Regions of Ontario in October 1971 that County Council Officials must develop new attitudes and create stronger positions for their form of government -- or be ready to see it disappear. Mr. King will give a similar address, sponsored by the Erie Region Economic Council, at the Norfolk County Administration Building on February 17th next at 8:00 p.m.

Saltfleet Council, in December 1971 agreed unanimously to support in principle a proposal for the extension of powers of Wentworth County Council, but, later, Stoney Creek Council disagreed.

FROM THE PRESS.....

Jarvis Record, November 4, 1971.

Stelco's Plan for Area Just Matter of Timing

"Development plans of the Steel Company of Canada for its Lake Erie project at Nanticoke are well into the engineering, planning and timing of the project.

Alex Fisher, vice-president of facilities planning, engineering research, Tuesday confirmed a comment by Nigel Richardson, director of the Haldimand Norfolk Study that Stelco "is as definite as ever at going ahead with the new plant at Nanticoke."

Mr. Fisher said Stelco was "diverted from the Lake Erie project for a while by the general state of the economy and an uncertain taxation climate."

"The taxation picture (before the proposed changes in Finance Minister Benson's white paper) would have been so severe as to make our position untenable. However, the picture has been modified and there is sufficient relief in the proposed tax structure now that we can consider Nanticoke."

"Raw materials are vastly important to the project and there was need for some tax easement," Mr. Fisher said.

"In the meantime we are 'rounding out' our Hilton works at Hamilton and concentrating our efforts there. We had thought at one time we could proceed simultaneously with the Lake Erie development, but we have delayed it and proceeded with Hilton. We had to find the most economical way to go. It has had the effect of giving us the time of finding the most economical way to develop the Lake Erie project."

"It definitely hasn't been ruled out, just the timing has been changed. Now we are considering how best to develop the project.

"The United States steel industry has overexpanded as well as Japan. This is a critical economic fact of life and we are learning by their failures. We now intend to grow in smaller steps, with the same ultimate goals in view."

"We can better control our capital expenditures by drawing on new technology. The old ways of making steel required enormous

expenditures with huge blast furnaces. Now technology is on the point of a breakthrough in the steelmaking industry."

"Good planning is also essential and we can't develop without this type of control".

"Once we get our go ahead, then the area can't help but go ahead. It's a matter of timing. We have been rounding out our Hilton works, but it won't meet our customers' eventual requirements and then we must go ahead with the Lake Erie development."

Mr. Fisher also confirmed that Mr. Richardson's comment that Stelco could begin development by 1973 was substantially correct."

The Delhi News-Record, Editorial, October 6, 1971.

"Norfolk-Oxford Region Forecast"

"The factors which the projected industrial expansion and subsequent population explosion for Haldimand, Norfolk and more western areas of Lake Erie's north shore proved a heady shot-in-the-arm for this predominately agricultural area when it was revealed in 1968.

Four major projects were presented. Of the four only one, the Ontario Hydro power station at Nanticoke, has as yet assumed any anticipated progress. As for the other three major projects, i.e. Stelco, Dofasco and Texaco, they have retreated into a dream-like status of some time in the future. Both Stelco and Texaco were originally designated to proceed without undue delay.

As pointed out by Norfolk County Warden John Pow to a meeting of Lake Erie Economic Council officials on a fact finding tour of the Haldimand Norfolk projected industrial development, the immediate result is abandoned farms, lowered assessment for the various townships, while the land purchased awaits commencement of construction, which now seems indefinitely postponed, owing to company head office decisions. The one bright spot is the likelihood that by 1978, the Ontario Hydro plant at Nanticoke will be in full operation.

The anticipated development of industry in the two counties sparked the interest in regional government, which is high on the agenda of the Ontario government. In fact it stimulated attention to regional government throughout the Lake Erie Region, consisting of five counties along the north shore of Lake Erie.

Under the guidance of Nigel Richardson, director of the Haldimand Norfolk Study, as well as Oxford County study officials, it is maintained that in view of the projected expansion in Haldimand Norfolk, population will jump from the present 83,000 to an estimated 330,000 at the turn of the century. That, of course, is 30 years hence, or over a quarter of a century. They may be right or they may be wrong, and it is possible that some of us will not be around 30 years from now to be able to confirm or refute these claims.

In the meantime, just as the projects were getting off the drawingboard, a sudden turn of affairs, threatens to set back the immediate prospect a possible ten years, it is maintained by the experts, however, that this is a not-unmixed blessing, as it allows more time for a careful and accurate planning to cope with the anticipated expansion. With this in mind numerous studies and estimates are taking place which bring to light some interesting facts to be considered.

As was pointed out in a survey of neighbouring Oxford County, "boundaries don't mean a thing" when the basic requirements of regional government are under consideration. This is demonstrated in a map prepared from the results of a study of county boundaries for Oxford.

Of prime interest to Norfolk County is the indication that the basic relationships of such an urban centre as Tillsonburg are more deeply involved in Norfolk County than in their historic Oxford County affiliation.

In fact the study maintains that Tillsonburg's natural association extends from its location on the boundary lines of Oxford, Norfolk and Elgin, south into Norfolk right to the Lake Erie shore, and as far east as Courtland.

On the other hand in Elgin County St. Thomas city sphere seems to extend as far east to within a short distance from Tillsonburg's outskirts, as does the city of London, as well as Woodstock in Oxford to the north.

Whether this is the original intention or not, the two planning groups indicated that final implementation of the regional government system could mean the shifting of neighbouring Tillsonburg into the Haldimand-Norfolk regional orbit. These are the sort of re-adjustments which are being indicated as more of the details of the regional system becomes apparent."

NEWSPAPER CREDITS

Port Dover Maple Leaf

West Haldimand Record (Jarvis Record)

Brantford Expositor

London Free Press

Hamilton Spectator

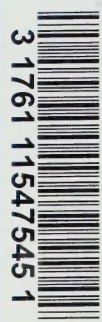
Simcoe Reformer

Woodstock Daily Sentinel Review

Haldimand Advocate

Delhi News Record

The above newspapers also provided information used throughout this Newsletter.



3 1761 11547545 1